



## DRAFT ENVIRONMENTAL IMPACT REPORT

# NORTH BEACH HOPE VI HOUSING REDEVELOPMENT

San Francisco Planning Department

FILE NO. 2000.I73E

DRAFT EIR PUBLICATION DATE: MARCH 10, 2001

DRAFT EIR PUBLIC HEARING DATE: APRIL 12, 2001

DRAFT EIR PUBLIC COMMENT PERIOD:

MARCH 10, 2001 TO APRIL 17, 2001

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*Written comments should be sent to:*

Hillary E. Gitelman, Environmental Review Officer • San Francisco Planning Department  
1660 Mission Street, Suite 500, San Francisco, CA 94103

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# PLANNING DEPARTMENT

City and County of San Francisco 1660 Mission Street, Suite 500 San Francisco, CA 94103-2414

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March 10, 2001

To Whom It May Concern:

**RE: Notice of Completion and Availability of Draft Environmental Impact Report for the Proposed Project: North Beach Hope VI Housing Project -- Demolition and new construction, Residential and commercial buildings with parking garage [Case No. 2000.173E]**

This notice is to inform you of the completion and availability of the Draft Environmental Impact Report (DEIR) concerning the proposed project as described below. The DEIR contains information about the possible environmental effects of the proposed project. Preparation of a DEIR does not indicate a decision by the City to carry out or not to carry out the proposed project.

**Project Description:** 2000.173E: The project is the demolition of 13 three-story buildings containing 229 units of rental public housing units and child care facilities for 38 children, and construction of 14 three- to four-story buildings with 360 units of affordable housing, neighborhood serving ground floor retail and commercial office space, child care facilities for 38 children, and one level of below-grade parking at 500 Francisco Street in the Fisherman's Wharf area. The 360 units would include 229 units of rental public housing, and 131 units of rental affordable housing of which 48 would be designated for senior housing. The site is approximately 200,000 square feet, bordered by Bay Street, Francisco Street, Mason Street and Columbus Avenue. Taylor Street, where the terminus of the Powell-Taylor cable car line is located, separates the two blocks of the project. The project site is located on Assessor's Block 42, Lot 1 and Assessor's Block 43, Lot 1 in a RM-3 Zoning District and a 40-X Height and Bulk District under the San Francisco Planning Code. The project would require a Conditional Use Approval from the Planning Commission to permit Planned Unit Development under Sections 303 and 304 of the Planning Code. The project would provide 404 independently accessible parking spaces. The parking would be accessed from Mason and Francisco Streets.

**Lead Agency:**

Planning Department  
City and County of San Francisco  
1660 Mission Street  
San Francisco, California 94103

**Draft EIR Available:** Planning Information Counter, First Floor, 1660 Mission Street, San Francisco.

**Public Hearing:** A Public Hearing on the DEIR has been scheduled for April 12, 2001 at the City Planning Commission's regular meeting in Rm. 400, City Hall, 1 Dr. Carlton B. Goodlett Place beginning at 1:30 p.m. or later (call 558-6422, the week of the hearing for a recorded message giving a more specific time).

**Review Period:** Public comments will be accepted from March 10, 2001, to April 17, 2001 at 5:00 p.m. Written comments should be directed to Hillary E. Gitelman, Environmental Review Officer at the Planning Department.

**Contact Person:** Rana Ahmadi  
San Francisco Planning Department

**Phone:** (415) 558-5966





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## SAN FRANCISCO PLANNING DEPARTMENT ENVIRONMENTAL REVIEW NOTICE

Notice is hereby given to the general public of the following actions under the Environmental Review Process. Documents concerning these projects are available for public inspection at the San Francisco Planning Department, 1660 Mission Street, 5th Floor, San Francisco, CA 94103.

### NOTICE OF HEARING ON DRAFT ENVIRONMENTAL IMPACT REPORT FOR THE FOLLOWING:

**2000.173E:** The project is the demolition of 13 three-story buildings containing 229 units of rental public housing units and child care facilities for 38 children, and construction of 14 three- to four-story buildings with 360 units of affordable housing, neighborhood serving ground floor retail and commercial office space, child care facilities for 38 children, and one level of below-grade parking at 500 Francisco Street in the Fisherman's Wharf area. The 360 units would include 229 units of rental public housing, and 131 units of rental affordable housing of which 48 would be designated for senior housing. The site is approximately 200,000 square feet, bordered by Bay Street, Francisco Street, Mason Street and Columbus Avenue. Taylor Street, where the terminus of the Powell-Taylor cable car line is located, separates the two blocks of the project.

The project site is located on Assessor's Block 42, Lot 1 and Assessor's Block 43, Lot 1 in a RM-3 Zoning District and a 40-X Height and Bulk District under the San Francisco Planning Code. The project would require a Conditional Use Approval from the Planning Commission to permit Planned Unit Development under Sections 303 and 304 of the Planning Code. The project would provide 404 independently accessible parking spaces. The parking would be accessed from Mason and Francisco Streets.

Notice is hereby given to the general public as follows:

1. A Draft Environmental Impact Report (DEIR) has been prepared by the San Francisco Planning Department in connection with this project. A copy of the DEIR and all referenced materials are available for public review at the Planning Department's offices at 1660 Mission Street.
2. The DEIR identifies the project's substantial contribution to a significant cumulative traffic impact. The impacts from the project could be reduced to less-than-significant level with implementation of a mitigation measure which is within the responsibility of another public agency.
3. A public hearing on this Draft Environmental Impact Report and other matters has been scheduled by the City Planning Commission for Thursday, April 12, 2001 in Room 400, City Hall, 1 Dr. Carlton B. Goodlett Place, beginning at 1:30 p.m. or later (call 558-6422, the week of the hearing for a recorded message giving a more specific time). Anyone may appear at the hearing and give testimony regarding the accuracy and completeness of the DEIR.
4. Public comments on the DEIR will be accepted from March 10, 2001 to 5:00 p.m. on April 17, 2001. Comments should be addressed to Hillary E. Gitelman, Environmental Review Officer, at the Planning Department, 1660 Mission Street, San Francisco, CA 94103.
5. Copies of the DEIR are available at the San Francisco Planning Department, 1660 Mission Street, first floor, at the Planning Information Counter, open weekdays from 8:00 am to 5:00 pm.





# PLANNING DEPARTMENT



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DATE: March 10, 2001

TO: Distribution List for the North Beach HOPE VI Housing Redevelopment Project  
Draft EIR

FROM: Hillary Gitelman, Environmental Review Officer

SUBJECT: Request for the Final Environmental Impact Report for the North Beach HOPE  
VI Housing Redevelopment Project (Planning Department File No. 2000.173E)

This is the Draft of the Environmental Impact Report (EIR) for the North Beach HOPE VI Housing Redevelopment Project. A public hearing will be held on the adequacy and accuracy of this document. After the public hearing, our office will prepare and publish a document titled "Summary of Comments and Responses" that will contain a summary of all relevant comments on this Draft EIR and our responses to those comments. It may also specify changes to this Draft EIR. Those who testify at the hearing on the Draft EIR will automatically receive a copy of the Comments and Responses document, along with notice of the date reserved for certification; others may receive such copies and notice on request or by visiting our office. This Draft EIR together with the Summary of Comments and Responses document will be considered by the City Planning Commission in an advertised public meeting and certified as a Final EIR if deemed adequate.

After certification, we will modify the Draft EIR as specified by the Comments and Responses document and print both documents in a single publication called the Final EIR. The Final EIR will add no new information to the combination of the two documents except to reproduce the certification resolution. It will simply provide the information in one, rather than two, documents. Therefore, if you receive a copy of the Comments and Responses document in addition to this copy of the Draft EIR, you will technically have a copy of the Final EIR.

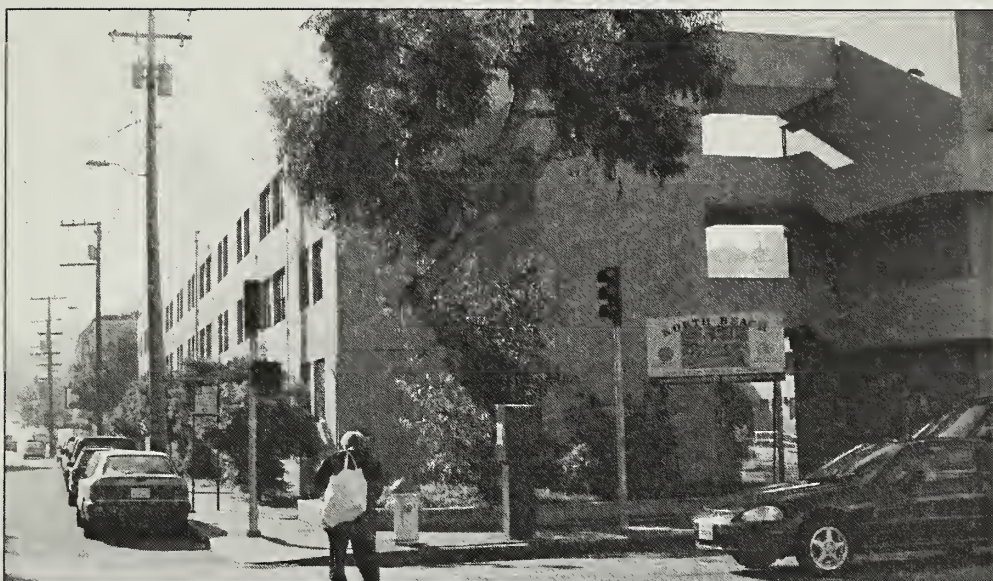
We are aware that many people who receive the Draft EIR and Summary of Comments and Responses have no interest in receiving virtually the same information after the EIR has been certified. To avoid expending money and paper needlessly, we would like to send copies of the Final EIR to private individuals only if they request them. If you would like a copy of the Final EIR, therefore, please fill out and mail the postcard provided inside the back cover to the Major Environmental Analysis Office of the Planning Department within two weeks after certification of the EIR. Any private party not requesting a Final EIR by that time will not be mailed a copy. Public agencies on the distribution list will automatically receive a copy of the Final EIR.

Thank you for your interest in this project.



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1660 Mission Street, Suite 500, San Francisco, CA 94103





**North Beach HOPE VI Housing Redevelopment  
Draft Environmental Impact Report  
March 10, 2001**

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# **I. SUMMARY**

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## **A. PROJECT DESCRIPTION**

The proposed project includes the demolition of the existing 229-unit North Beach Place Housing Project and construction of a new affordable housing development with 360 units, a child-care center for up to 38 children, a computer learning center, ground-floor retail use, and associated parking on the blocks bounded by Bay Street, Mason Street, Francisco Street, Taylor Street, and Columbus Avenue. The proposed project includes about 535,000 gross sq. ft. (g.s.f.) of residential use, about 3,300 g.s.f. for the child-care center, about 8,000 g.s.f. for the computer learning center and other community space, and about 37,000 g.s.f. for ground-floor neighborhood serving retail space and possibly an additional 11,000 sq. ft. of ground-floor neighborhood serving commercial office space. The proposed project would include one level of below-grade parking, totaling 404 spaces, with access from Mason Street and Francisco Street. The east and west blocks would contain 183 and 221 parking stalls, respectively; this would include 66 retail parking spaces and 338 spaces for residential parking. The project site is within an RM-3 Zoning District (Residential, Mixed Districts, Medium Density) and a 40-X Height and Bulk District.

The site is currently occupied by 13 three- and four-story buildings owned by the San Francisco Housing Authority and contains 229 rental units subject to income limits, child-care facilities for 38 children, a computer learning center and 91 parking spaces. The east block of the existing North Beach Place Housing Project has been vacated, with residents relocated to other housing units throughout San Francisco; the west block is occupied by approximately 250 to 300 residents that would be vacated prior to demolition of the buildings. The existing North Beach Place Housing Project would be demolished.

## **B. MAIN ENVIRONMENTAL EFFECTS**

The Initial Study published on January 27, 2001 (see Appendix A), found that the project would not result in significant environmental impacts that could not be reduced to a less than

significant level related to the following issues: land use; visual quality; population; employment and housing; air quality; shadows; wind; noise; utilities and public services; biology; geology and topography; water; energy and natural resources; hazards; and archaeological resources. Therefore, no further analysis was required. Transportation and historic architectural resource issues are analyzed in this EIR, which concludes that the proposed project would not result in significant environmental impacts that could not be mitigated to a less than significant level, except for the demolition of North Beach Place Housing Project, a potential historic resource. Whether or not the project is approved and constructed, traffic volumes and transit ridership in the site vicinity are projected to increase. The project's contribution to these potential cumulative effects would be considered significant as defined by CEQA Guidelines Section 15130; however, this significant effect would be fully mitigated by measures proposed in Chapter IV, Mitigation Measures.

#### **LAND USE, PLANS AND ZONING (p. 24)**

The Initial Study found that land use effects would be less than significant, but a discussion is included in the EIR for informational purposes. The proposed project would replace 13 three- and four-story buildings with a footprint of approximately 180,000 sq. ft., including 229 residential units, child-care facilities, surface parking for 91 cars, and approximately 2,400 sq. ft. of open space, with 360 residential units, new child-care facilities, community space, a senior center, ground-floor retail, and below-grade garage parking for 404 cars in 14 buildings with a total area of about 756,300 gross sq. ft.

The three- and four-story buildings of the proposed project would be generally consistent with the density, height and scale of surrounding residential uses. Portions of the project would be four stories above a basement and would meet the 40-foot height limit. The primarily residential component of the proposed project would continue the residential land use of the site. In addition, the proposed project would be generally consistent with the mixed-use and commercial areas of Fisherman's Wharf and North Beach, which are located within three blocks of the site. Overall, the proposed project's residential, child-care, and retail uses would be consistent with existing residential and retail land uses in the vicinity and would not



have a substantial adverse effect on land use, nor would it disrupt or divide the physical arrangement of an established community.

## **ARCHITECTURAL RESOURCES (p. 32)**

North Beach Place Housing Project was designed by prominent Bay Area architects Henry Gutterson and Ernest Born and was completed in 1952; the complex comprises 13 Streamlined Moderne or International Style buildings. The buildings have been altered over the last 48 years and are currently considered to be in a deteriorated condition. Landscaping on the site, designed by landscape architect Thomas Church, has also been substantially altered. North Beach Place Housing Project is not a designated City Landmark, is not within a designated Historic District, and is not subject to requirements of Article 10 or 11 of the *City Planning Code*. The complex is rated “4” in the *1976 Citywide Survey*.

Due to the proposed use of federal funding, the proposed project is subject to review under Section 106 of the National Historic Preservation Act of 1966. The Mayor’s Office of Housing, acting on behalf of the Department of Housing and Urban Development (HUD) with the concurrence of the City, a Certified Local Government, has prepared Section 106 documentation and analysis which has concluded that the building might be eligible for the National Register of Historic Places.<sup>1</sup> San Francisco’s Landmarks Preservation Advisory Board (LPAB), commenting on the Section 106 analysis, agreed with the finding that the North Beach Place Housing Project may become eligible for the National Register. The State Office of Historic Preservation is currently reviewing the Section 106 documentation and analysis. If the Section 106 process results in a determination that the building meets National Register criteria, the building would then meet the definition of an “historical resource” and its demolition would be a significant environmental impact of the proposed project.

## **TRANSPORTATION (p. 43)**

The proposed project would generate approximately 14,450 net daily person-trips, about 1,490 net-new person-trips during the weekday PM peak hour, taking into account about 170 existing



trips that are generated by the existing occupied housing on the site that would be demolished. Overall, during the weekday PM peak hour, there would be approximately 564 net-new auto person-trips, 314 net-new transit person-trips and 615 net-new walk/other person-trips. The proposed project would generate 320 net-new vehicle-trips during the weekday PM peak hour. The addition of the 320 net-new vehicle-trips during the weekday PM peak hour would result in a nominal change in the average delay per vehicle at the study intersections. Under Existing conditions, the three signalized study intersections at Bay Street/Columbus Avenue, Bay Street/Taylor Street, and Bay Street/Mason Street operate at LOS D or better, with Existing Plus Project conditions. All study intersections would continue to operate at the same service levels as under Existing conditions. The project would not result in significant project-related impacts on traffic conditions. The project would not create significant impact on transit service, as transit ridership would be divided among the 11 lines serving the vicinity. Lines in this area operate at 58 percent capacity during the PM peak hour.

The proposed project would provide 404 parking spaces and would generate a total parking demand for about 443 spaces, which includes 33 long-term spaces (employee parking) and 140 short-term spaces (visitor parking) for commercial uses, and 270 spaces for residential uses. Per the Conditional Use – Planned Unit Development (PUD) provisions of Sections 303 and 304 of the *San Francisco Planning Code*, the parking requirement for the project is based on parking demand. Parking demand calculations for the office and retail components of the project do not take into consideration the fact that many of the visitors to these land uses would be from the site, by the residents, and they would be walking trips. Therefore, parking demand is over-estimated and the actual parking provided with the project is likely to meet the demand. Should there be a need for additional spaces, the parking deficiency could be met at other parking facilities in the project vicinity or by on-street parking.

Pedestrian trips generated by the proposed project include walk trips to and from the proposed land uses, plus walk trips to and from nearby parking facilities and transit stops. The proposed project would add about 450 net-new pedestrian trips during the weekday PM peak hour. The additional pedestrian trips generated by the proposed project would result in minimal changes in sidewalk conditions. While the project would not result in significant

pedestrian impacts, the Department of Parking and Traffic has identified sidewalk changes that would improve overall pedestrian conditions in the vicinity.

The combined uses of the proposed project would generate approximately 29 service vehicle trips per day. The freight loading demand would be 1.7 spaces during the peak hour (between 10:00 AM and 1:00 PM) and 0.4 spaces during an average hour. The proposed project includes two off-street truck loading spaces which would be accessed from Mason. This supply would meet the project's peak hour and average demand for loading spaces. Under the PUD application the number of required off-street loading spaces is based on demand. The number of off-street loading spaces would meet the demand and therefore would meet the requirement of the *Planning Code*.

There would be potential for trucks that did not use the off-street loading zone to double-park on adjacent streets. While this double parking could occasionally cause localized traffic delays, the project loading spaces would meet demand; loading conditions would not create significant adverse effects.

The project would include passenger curb loading zones near building entrances and the child-care center. Passenger loading could occasionally result in delays to existing traffic. This would not be considered a significant effect. The project sponsor would work with the Department of Parking and Traffic to design the location of loading zones to reduce potential for disruption of adjacent traffic zones.

## 2015

A 2015 Cumulative analysis was conducted to evaluate the future traffic conditions in the vicinity of the proposed project. The Year 2015 condition is a future scenario based on the annual growth rate for traffic that would occur with or without the proposed project.

Cumulative traffic growth would occur from other developments in the project area, as well as from the proposed project. These future traffic volumes were used to forecast the levels of service at the study intersections under 2015 Cumulative conditions during the weekday PM

peak hour. Under the Cumulative 2015 scenario, average delays would increase at the three signalized intersections along Bay Street relative to the Existing Plus Project conditions. The intersection of Bay Street/Columbus Avenue would deteriorate from LOS C to LOS D. Intersection operations at Bay Street/Mason Street would deteriorate from LOS B to LOS C. Bay Street/Taylor Street would deteriorate from LOS D to LOS E, an unacceptable condition. The proposed project would contribute 19 percent of the cumulative growth in traffic volume at Bay/Taylor.

As noted, conditions at the Bay/Taylor intersection would degrade from LOS D to LOS E under the Cumulative 2015 conditions. The greatest delays at the intersection would be experienced by Taylor Street traffic as it approached Bay Street to turn left or right. Delays to Taylor Street traffic would result from the long signal time assigned to Bay Street traffic and the limited signal time given to vehicles on Taylor Street because of the high volumes of pedestrians crossing Bay Street. There are estimated to be about three to four vehicles in the Taylor Street queue with overall delays that would cause intersection operations to deteriorate to LOS E. Chapter IV, Mitigation Measures, identifies removal of two to three parking spaces on the west side of Taylor Street, north of Bay Street to permit a second approach lane for Taylor Street. This change would accommodate additional traffic at that intersection and improve Year 2015 LOS E to LOS B, an acceptable condition. This change would require implementation by the Department of Parking and Traffic.

The three unsignalized intersections along Francisco Street would continue to operate at acceptable service levels under Cumulative 2015 conditions.

## **C. MITIGATION MEASURES (p. 57)**

In the event North Beach Place Housing Project is formally determined to be eligible for the National Register, a significant unavoidable impact on historic architectural resources would occur. A measure to reduce (though not eliminate) this impact is identified. The project would contribute to the general traffic growth in the area and would result in a significant cumulative traffic impact at the Bay/Taylor Streets intersection by 2015; however, the



mitigation measure to create an additional lane on Taylor Street, described below, would avoid this significant impact if implemented by the Department of Parking and Traffic. In addition, mitigation measures identified in the Initial Study to mitigate potentially significant environmental effects are summarized below. Mitigation measures are presented in full in Chapter IV.

## ARCHITECTURAL RESOURCES

If the North Beach Place Housing Project is formally determined to be eligible for the National Register, significant unavoidable impacts from demolition or alteration of the building would be reduced (though not eliminated) through preparation of Historical American Building Survey (HABS) documentation prior to demolition. The HABS documentation shall include the recording of the structure through measurements, drawings, and photographs. A copy of the documentation shall be provided to the San Francisco Planning Department, the San Francisco Public Library (Main Library), the San Francisco Landmarks Preservation Advisory Board, and the Northwest Information Center.

## TRANSPORTATION

The proposed project would contribute to the general traffic growth in the area and would result in a significant cumulative impact at the Bay/Taylor intersection by 2015 during the PM peak hour. The following mitigation measure is identified to avoid this significant impact, but is not within the jurisdiction of the Planning Department. The Department of Parking and Traffic has reviewed this measure and has not objected to its implementation; however, if this measure were not implemented by the Department of Parking and Traffic, a significant cumulative impact would occur, as discussed in Chapter V, Other CEQA Considerations.

The project sponsor shall request that the Department of Parking and Traffic remove two to three parking spaces on the western curb of Taylor Street, just north of Bay Street, to allow the creation of a second approach lane for Taylor Street at the intersection of Bay and Taylor Streets to improve the operations at the intersection from LOS E to LOS B.

## NOISE

The project sponsor shall require construction contractors to predrill holes to the maximum depth feasible on the basis of soil conditions to install pile foundations. The project sponsor shall require contractors to use construction equipment with state-of-the-art noise shielding and muffling devices. The project sponsor shall require that contractors schedule pile driving activity for times of the day that shall be consistent with the Noise Ordinance.

The project sponsor shall incorporate the noise mitigation measures identified in the Noise Assessment of the Special Environmental Clearance prepared according to HUD regulations (24 CFR Part 51, Subpart B).

## **AIR QUALITY / CLIMATE**

The project sponsor shall require the contractor(s) to spray the site with water during excavation and construction activities; spray unpaved construction areas with water at least twice per day; cover stockpiles of soil, sand, and other material; cover trucks hauling debris, soil, sand or other such material; and sweep surrounding streets during excavation and construction at least once per day, as needed, to reduce particulate emissions.

Ordinance 175-91, passed by the Board of Supervisors on May 6, 1991, requires that non-potable water be used for dust control activities. Therefore, the project sponsor shall require that the contractor(s) obtain reclaimed water from the Clean Water Program for this purpose. The project sponsors shall require the project contractor(s) to maintain and operate construction equipment so as to minimize exhaust emissions of particulates and other pollutants, by such means as a prohibition on idling motors when equipment is not in use or when trucks are waiting in queues, and implementation of specific maintenance programs to reduce emissions from equipment that would be in frequent use for much of the construction period.

## **WATER QUALITY**

If dewatering were necessary, the project sponsor shall follow the recommendations of the geotechnical engineer or environmental remediation consultant, in consultation with the Bureau of Environmental Regulation and Management of the San Francisco Public Utilities Commission, regarding treatment, if any, of pumped groundwater prior to discharge to the combined sewer system.

In addition, groundwater pumped from the site shall be retained in a holding tank to allow suspended particles to settle, if this were found to be necessary by the Bureau of Environmental Regulation and Management of the San Francisco Public Utilities Commission to reduce the amount of sediment entering the combined sewer system.

The project sponsor shall require the general contractor(s) to install and maintain sediment traps in local storm water intakes during construction to reduce the amount of sediment entering the combined sewer system, if this were found to be necessary by the Bureau of Environmental Regulation and Management of the San Francisco Public Utilities Commission.



## ARCHAEOLOGICAL RESOURCES

Given the location and depth of excavation proposed, and the likelihood that archaeological resources would be encountered on the project site, the sponsor shall retain the services of an archaeologist. The archaeologist shall conduct a pre-excavation testing program to better determine the probability of finding cultural and historical remains. An archaeological testing plan shall be prepared. The testing program shall use mechanical, exploratory borings, backhoe scraping or trenches or other testing methods determined by the archaeologist to be appropriate.

If, after testing, the archaeologist determines that no further investigations or precautions are necessary to safeguard potentially significant archaeological resources, the archaeologist shall submit a written report to the Environmental Review Officer, with a copy to the project sponsor. If the archaeologist determines that further investigations or precautions are necessary, he or she shall consult with the Environmental Review Officer, and they shall jointly determine what additional procedures are necessary to minimize potential effects on archaeological resources.

These additional measures shall be implemented by the project sponsor and shall include a program of on-site monitoring of all pavement and foundation removal and site excavation, during which the archaeologist would record observations in a permanent log. The monitoring program, whether or not there are findings of significance, shall result in a written report to be submitted first and directly to the Environmental Review Officer, with a copy to the project sponsor. During the monitoring program, the project sponsor shall designate one individual on site as its representative. This representative shall have the authority to suspend work at the site to give the archaeologist time to investigate and evaluate archaeological resources if they are encountered.

If evidence of cultural resources of potential significance were found during the monitoring program, the archaeologist shall immediately notify the Environmental Review Officer, and the project sponsor shall halt any activities that the archaeologist and the Environmental Review Officer jointly determine could damage such cultural resources. Ground-disturbing activities that could damage cultural resources shall be suspended for a total maximum of four weeks over the course of construction of each building.

After notifying the Environmental Review Officer, the archaeologist shall prepare a written report to be submitted first and directly to the Environmental Review Officer, with a copy to the project sponsor, which shall contain an assessment of the potential significance of the find and recommendations for what measure should be implemented to minimize potential effects on archaeological resources. Based on this report, the Environmental Review Officer shall recommend specific additional measures to be implemented by the project sponsor. These additional measures shall include a site security program, additional on-site investigations by the archaeologist, or documentation, preservation, and recovery of cultural material.

Finally, the archaeologist shall prepare a report documenting the cultural resources that were discovered, an evaluation as to their significance, and a description as to how any archaeological testing, exploration or recovery program is to be conducted.

Copies of all draft reports prepared according to this mitigation measure shall be sent first and directly to the Environmental Review Officer for review. Following approval by the Environmental Review Officer, copies of the final reports shall be sent by the archaeologist directly to the President of the Landmarks Preservation Advisory Board and the California Archaeological Site Survey Northwest Information Center. Three copies of the final archaeology reports shall be submitted to the Environmental Review Officer, accompanied by copies of the transmittals documenting its distribution.

## **D. ALTERNATIVES (p. 63)**

The following alternatives are evaluated in this chapter: a No-Project Alternative, and a Preservation/Rehabilitation Alternative. A No-Project Alternative would cause the San Francisco Housing Authority to forfeit use of its HOPE VI funding, awarded by the Department of Housing and Urban Development for the purpose of revitalizing the North Beach Housing Project. The loss of federal funding would limit the Housing Authority's ability to revitalize and increase the supply of affordable housing in San Francisco. The Preservation/Rehabilitation Alternative would preserve the defining exterior characteristics of the existing North Beach Housing Project buildings while substantially upgrading the interiors to meet current building code requirements.

CEQA requires the identification of a project alternative that would eliminate or reduce identified significant impacts unless the alternative is determined to be infeasible based on substantial evidence in the record. In the event the North Beach Housing Project is determined to be a historical resource, the Preservation/Rehabilitation Alternative (Alternative B) would be the environmentally superior alternative.

## **ALTERNATIVE A: NO-PROJECT (p. 64)**

None of the potential impacts associated with the project would occur with the No-Project Alternative. The existing buildings would not be demolished, and existing architectural



resources, land uses, and site views would remain. Future transportation conditions described as base conditions with cumulative development (see Chapter III.C) would occur, but without the proposed project's contribution. The No-Project Alternative would not meet the Housing Authority's goal to replace the existing public housing on the project site with a mixed-income/mixed-use development. Under this alternative, the existing 13 buildings may further deteriorate, more units could become inhabitable, and current problems with security, privacy, open space, and poor design would remain, creating a deleterious effect on the neighborhood and the City. The No-Project Alternative would preclude the development of 360 well-designed, safe, and livable affordable housing units, and would cause the San Francisco Housing Authority to forfeit use of its HOPE VI funding. This alternative would not meet all or most of the project sponsors' objectives.

#### **ALTERNATIVE B: PRESERVATION/REHABILITATION OF EXISTING BUILDINGS (p. 65)**

The Preservation/Rehabilitation Alternative would preserve the North Beach Housing Project buildings in accordance with *The Secretary of the Interior's Standards for Treatment of Historic Properties*, while substantially upgrading the interiors, of all 229 units, to conform to current code requirements. This less-intense alternative would not include new child-care facilities, community space, 131 additional housing units, a senior center, ground-floor retail, or below-grade parking for 404 cars, which would otherwise be added through the proposed project. Compared to the proposed project, this alternative would have fewer transportation-related impacts. The Preservation/Rehabilitation Alternative would retain the buildings' inherent architectural design and physical arrangement, characterized as having security, privacy, open space, design and ventilation problems. This alternative would not meet the Housing Authority's goal to replace the existing public housing on the project site with a mixed-income/mixed-use development nor the project sponsors' objectives discussed in Section II.A, Project Objectives.

The Housing Authority explored the Preservation/Rehabilitation Alternative through a series of studies undertaken in 1991, 1993, and 1997, prior to applying for HOPE VI funds. The Housing Authority determined that residents generally preferred that the existing buildings be demolished and rebuilt, rather than preserved and rehabilitated, and that the costs to

rehabilitate the buildings were prohibitive due to the poor existing infrastructure. The prohibitive costs to preserve and rehabilitate the buildings, coupled with the potential for federal funding, made the Housing Authority eliminate this alternative in favor of developing a new mixed-income/mixed-use affordable residential development.

## **E. AREAS OF CONTROVERSY AND ISSUES TO BE RESOLVED**

The principal area of controversy associated with the proposed project is the potential impact of demolition of North Beach Place Housing Project. As described above, if the Section 106 process results in a formal determination that the complex is eligible for listing on the National Register, then the demolition or substantial alteration of the building would be a significant environmental impact.

The design of the proposed building has not been finalized and the EIR analysis of potential impacts associated with the replacement building is based on schematic or preliminary design information that could be refined and/or modified during the project review and approval process. Design modifications are not expected to alter the analysis and conclusions of this EIR; however, any proposed changes will be evaluated by Planning Department staff to determine if new significant impacts would result.

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### **NOTES: Summary**

<sup>1</sup> William Kostura and Carey & Co., *Historic Architecture Survey for the Replacement of North Beach Housing Project*, San Francisco, CA 94114, September 15, 2000.

## II. PROJECT DESCRIPTION

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North Beach Development Associates (NBDA) proposes to build a new mixed-income/mixed-use development at 400-499 Bay Street, 500-590 Bay Street and 400-500 Francisco Street in San Francisco. It will include parking, retail, commercial space and affordable housing designed for a diversified income group ranging from 15 to 45 percent of the median income for the area. The proposed project would demolish and replace the existing 229-unit North Beach Place public housing complex with 360 new residential units, featuring subsidized public housing and affordable tax credit housing; new child-care facilities for 38 children; community space; one level of below-grade parking; interior courtyard open spaces; and ground-floor retail space. The project would include demolition of the 13 existing three- and four-story buildings, totaling approximately 180,000 sq. ft., that compose the North Beach Place Housing Project complex, and removal of 91 existing surface parking spaces. The existing North Beach Place Housing Project was designed by architects Ernest Born and Henry Gutterson and was built in 1952. The proposed project would include fourteen buildings with three or four levels of housing above grade and one level of parking and retail below and at grade on the gently sloping site. The height of the proposed project would range from about 33 to 40 feet. Overall, the project would increase the floor area of the site, including parking and open space areas, from approximately 214,250 sq. ft. to approximately 756,300 sq. ft.

### A. PROJECT OBJECTIVES

NBDA proposes to develop 360 units of affordable housing at the site of the original North Beach Place public residential development. Selected by the San Francisco Housing Authority (SFHA) to be the developer of this mixed-income/mixed-use development in 1998, NBDA was formed as a joint venture among BRIDGE Housing Corporation, Em Johnson Interest, Inc., and The John Stewart Company. The NBDA's main objective is to build high-quality, well-designed and cost-efficient, affordable multi-family housing above ground-floor parking, retail, and commercial space of benefit both to the residents and the surrounding community.



NBDA is charged with leveraging private and public financing for this development from the \$20 million grant of HUD HOPE VI funds awarded SFHA in 1996. The development program begins with the one-to-one replacement of the 229 existing public housing units and adds an additional 131 affordable apartments interspersed throughout the two-block site.

Given the project's strategic location in the North Beach/Fisherman's Wharf districts clustered around the Taylor Street Cable Car Turnaround, the new development is intended to better integrate into the community by providing high-quality retail/commercial facilities. At the same time, MUNI bus service along Columbus Avenue and Bay Street, the cable car terminus, and proximity to the new light rail street car line at Fisherman's Wharf would make this a transit-oriented development.

NBDA would provide a multi-purpose community facility for residents including a computer learning center, community room, on-site child-care center for residents and the public, and a 3,000 sq. ft. resident business incubator space within the retail/commercial component.

NBDA's objectives with respect to planning and design include the following:

- To incorporate the architecture and character of the surrounding neighborhood, in both scale and style. The design of the project would be similar in scale and elevation to the neighborhood, and would be compatible with the height and architectural style of the surrounding residences. A walk-up apartment scenario would be incorporated onto the south-facing elevation across from existing residential construction; along the north façade facing the Bay Street traffic corridor, ground floor storefront is expected to help complement existing commercial frontage.
- To enhance the safety of the neighborhood by increasing pedestrian activity on all sides of the property, providing the opportunity for increased "eyes on the street," higher levels of lighting at all parts of the property, and a pedestrian-oriented streetscape at the cable car terminus including outdoor seating for the new retail/commercial space.
- To design a facility that would serve as a transition from a retail/commercial/hotel focus of the Fisherman's Wharf district area to a residential scale of the North Beach neighborhood. The proposed project design would shift from façade to façade to be in keeping with immediately adjacent structures.
- To maintain the scale and density of the neighborhood by constructing the 360 units within the prevailing 40-foot height limit envelope.



- To create a transit-oriented development, minimizing the need for residents to use motor vehicles. The development would create housing within existing zoning that requires fewer vehicles because of the site's location. The site, located near MUNI bus and light rail lines, shopping and retail stores, parks, schools, churches, libraries and community centers, would decrease the need for residents to use cars and increase their ability to commute and do errands on foot, bicycle or transit. The proposed development would address the need of the residents and the public for well-located day care by retaining the existing Head Start program on-site.

The project sponsor would not consider the proposed project a success if it would not meet the goal of helping to implement the City of San Francisco's housing policy. The proposed project would serve families with 15 to 45 percent of the Area Median Income (AMI), thereby allowing working families the opportunity to remain in San Francisco and affording families with lower incomes to live in high-quality, safe and affordable housing. This is consistent with the City's Comprehensive Housing Action Strategy, which includes the following priorities:

- Priority 1b: Increase the supply of permanently affordable housing with associated services for persons with special needs...
- Priority 1c: Expand the stock of multiple bedroom housing for Low and Very Low Income households with dependents...

The proposed project would have 48 of the 360 apartment units set aside for seniors in a fully accessible elevator building. With the proposed project, the sponsor intends to help preserve the unique cultural, ethnic and economic diversity of the North Beach/Fisherman's Wharf districts and the City at large. The project sponsor would provide new employment opportunities for public housing residents and neighbors in a manner consistent with the affirmative action policies of the City and County of San Francisco.

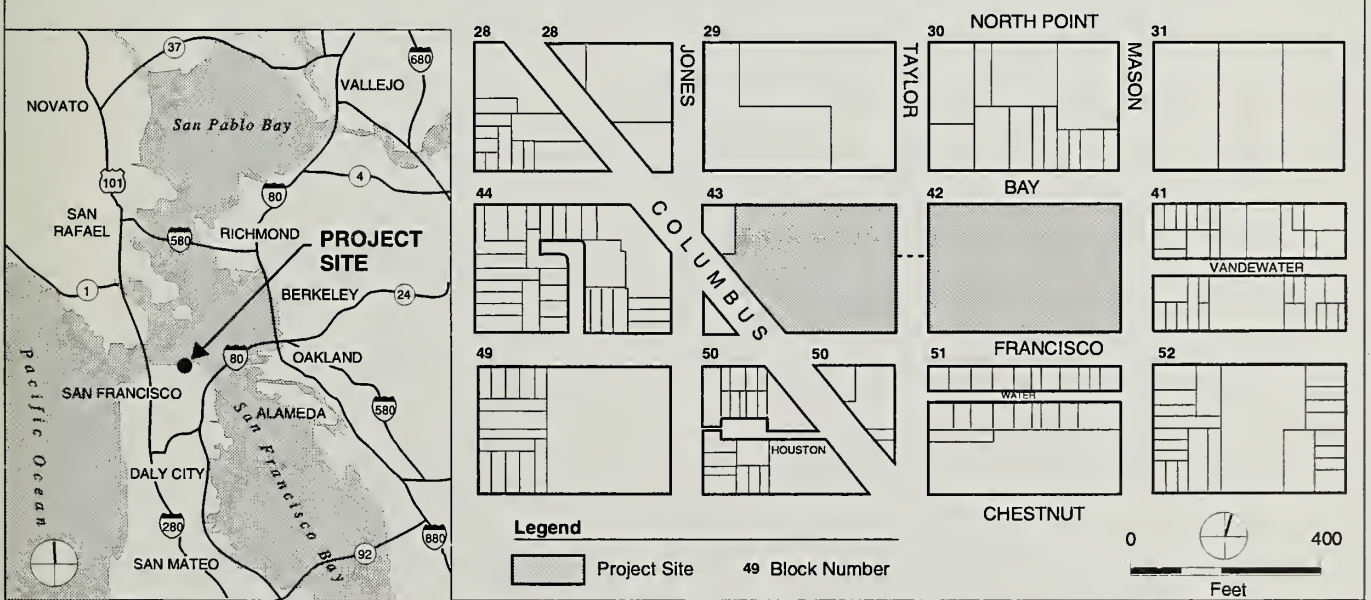
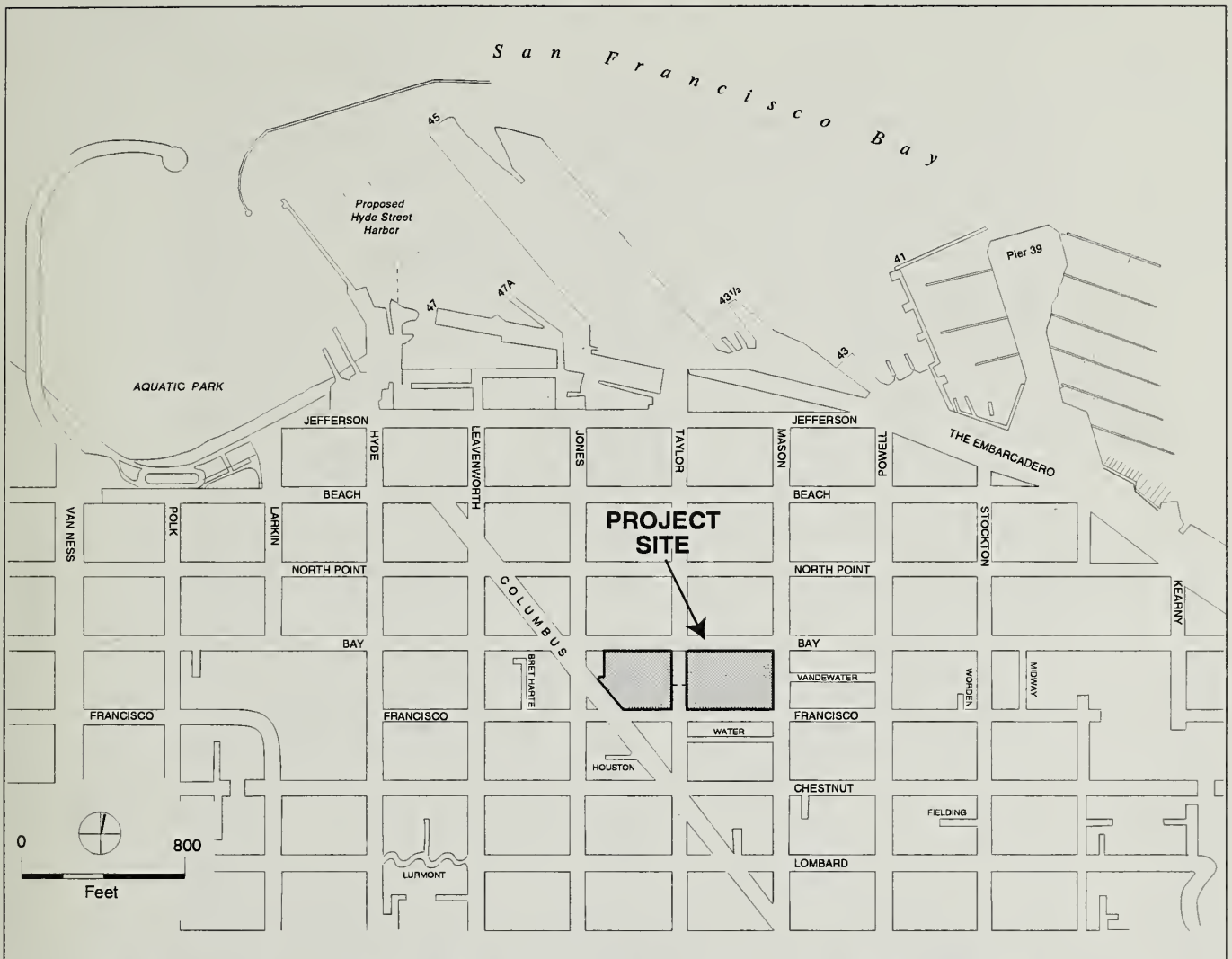
## **B. PROJECT LOCATION**

The North Beach HOPE VI Housing Redevelopment project site lies in the Fisherman's Wharf area at the juncture of the Russian Hill, North Beach and Telegraph Hill Neighborhoods. The approximately 200,000 sq. ft. site includes all of Assessor's Block 42 and Lot 1 in Assessor's

Block 43 (see Figure 1). The proposed project would occupy the entire block between Bay Street, Mason Street, Francisco Street, and Taylor Street, and approximately two acres of the block bounded by Taylor Street, Francisco Street, Columbus Avenue, and Bay Street. The project site is located along the commercial corridor of Bay Street, north of the site, and along the commercial corridor of Columbus Avenue to the west. The surrounding land uses are primarily residential and commercial including single-family residential buildings, multi-family residential buildings, and commercial/retail uses including a Safeway supermarket and Cost Plus on Bay Street, and the Tower Records Classical Annex on Columbus Avenue at Bay Street. The project site is within an RM-3 Zoning District (Residential, Mixed District, Medium Density) and a 40-X Height and Bulk District.

### C. PROJECT CHARACTERISTICS

The proposed project includes the demolition of the existing 229-unit North Beach Place Housing Project buildings and construction of a new affordable housing development with 360 units, a child-care center for up to 38 children, a computer learning center, ground-floor retail use, and associated parking (see Figure 2). The proposed project would include about 535,000 sq. ft. of residential use, about 3,300 sq. ft. for the child-care center, about 8,000 sq. ft. for the computer learning center and other community space, and about 37,000 sq. ft. for ground-floor neighborhood serving retail space and possibly an additional 11,000 sq. ft. of ground-floor neighborhood serving commercial office space. The project would provide 151 one-bedroom, 91 two-bedroom, 68 three-bedroom, and 50 four-bedroom residential units featuring public housing and affordable tax credit housing. The proposed project would include one level of below-grade parking, totaling 404 spaces (see Figure 3). The east and west blocks would contain 183 and 221 parking stalls, respectively; this would include 66 retail parking spaces and 338 spaces for residential parking. Parking access would be from driveways on Mason Street and Francisco Street. The proposed project would be designed with an architectural character intended to reflect the scale and style of residential and commercial structures in the surrounding neighborhood. Buildings would be arranged around central courtyards for residents and an outdoor play area for the child-care center. Maximum height of the buildings would be 40 feet (see Figure 4 and Figure 5).

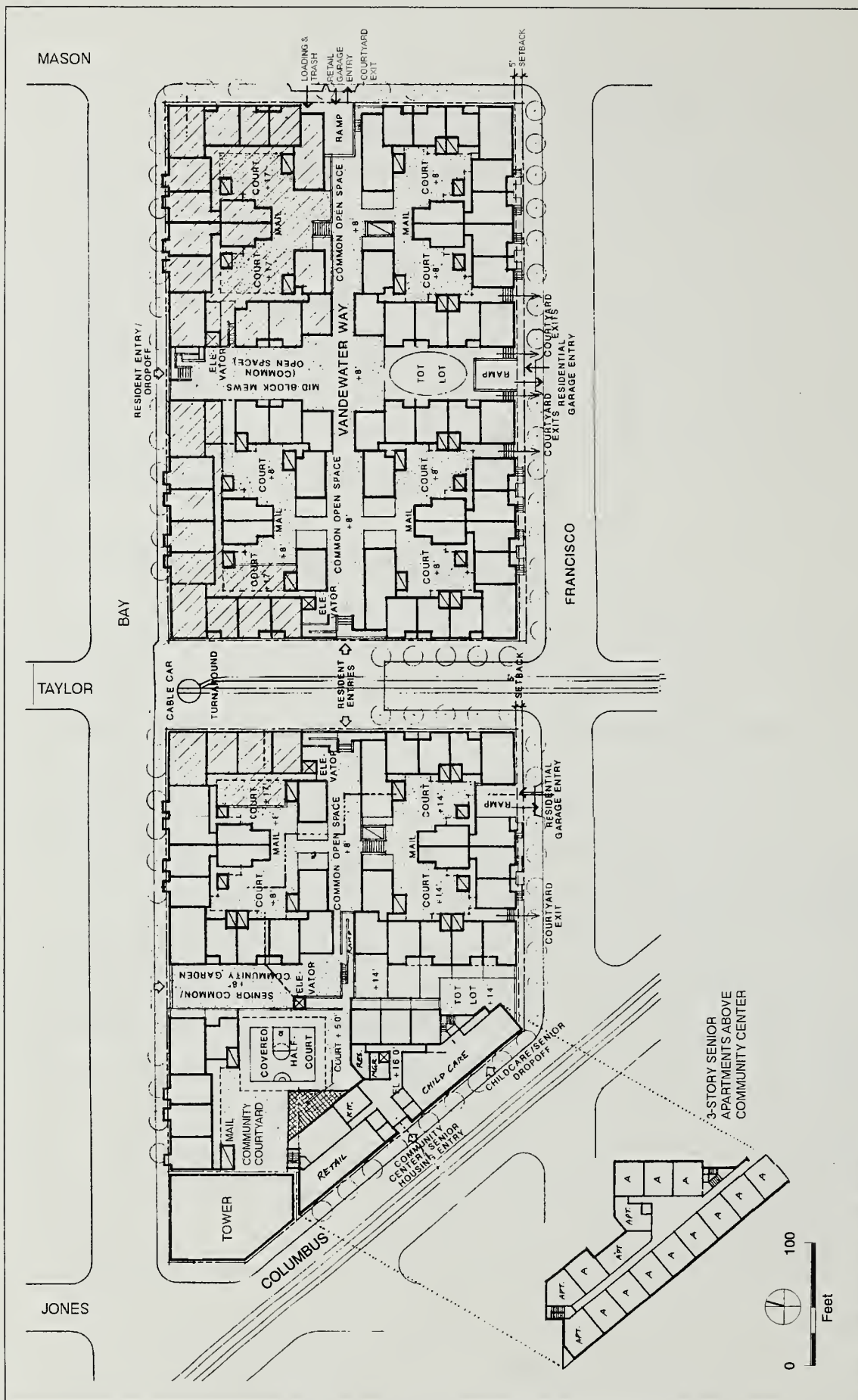


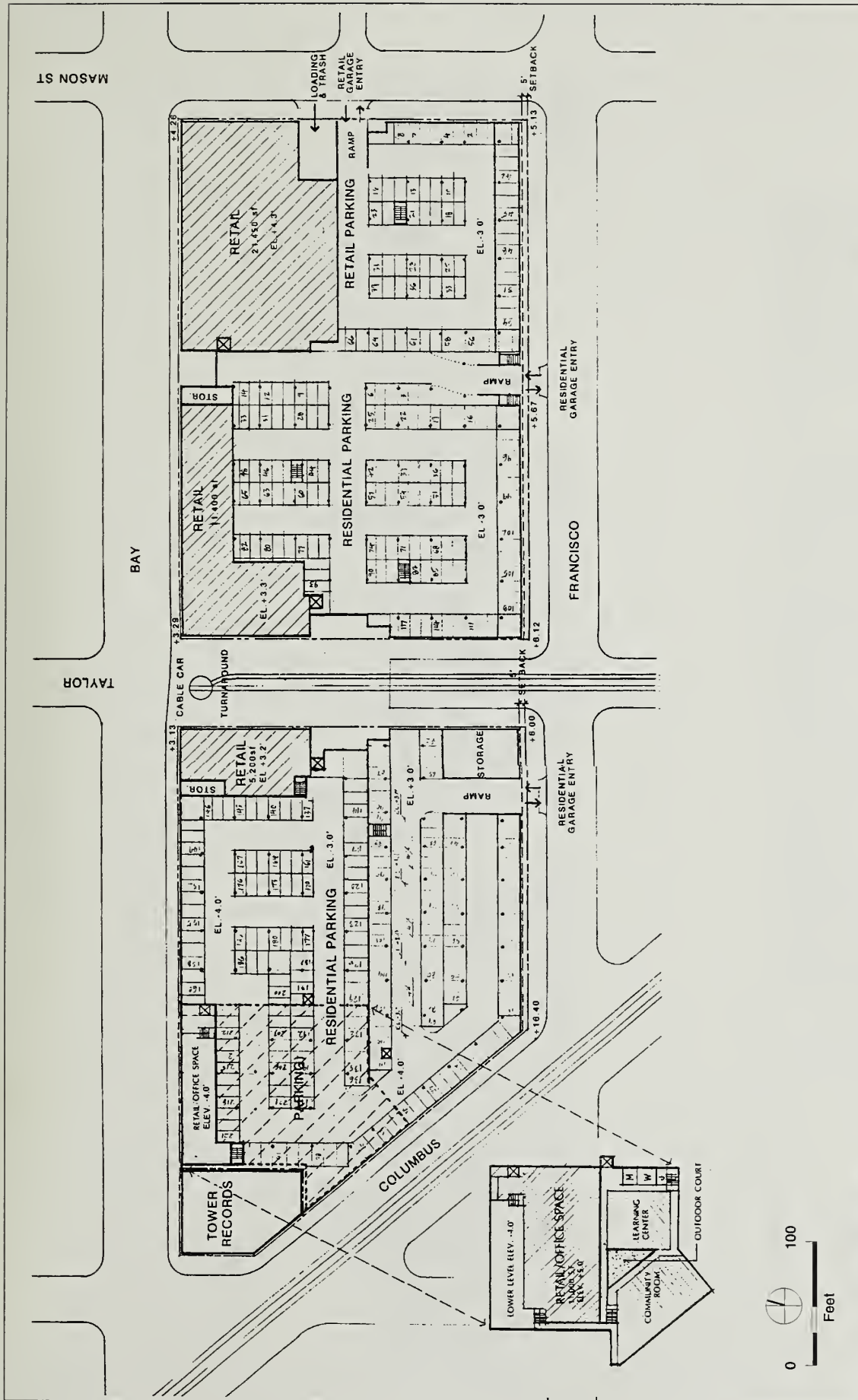
SOURCE: EIP Associates



**NORTH BEACH HOPE VI REDEVELOPMENT  
FIGURE 1: PROJECT LOCATION**



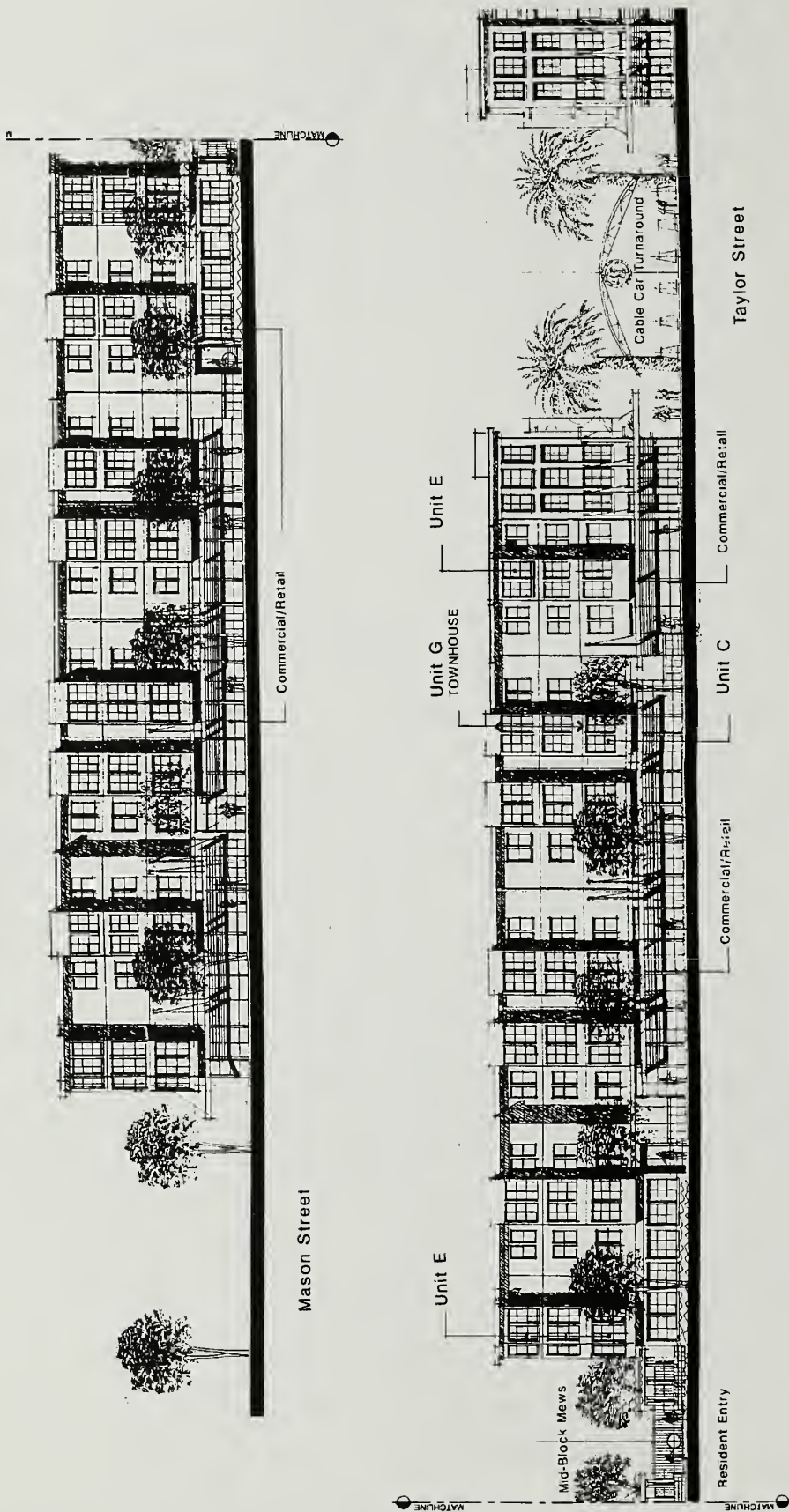




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NORTH BEACH HOPE VI REDEVELOPMENT  
FIGURE 3: GARAGE PLAN

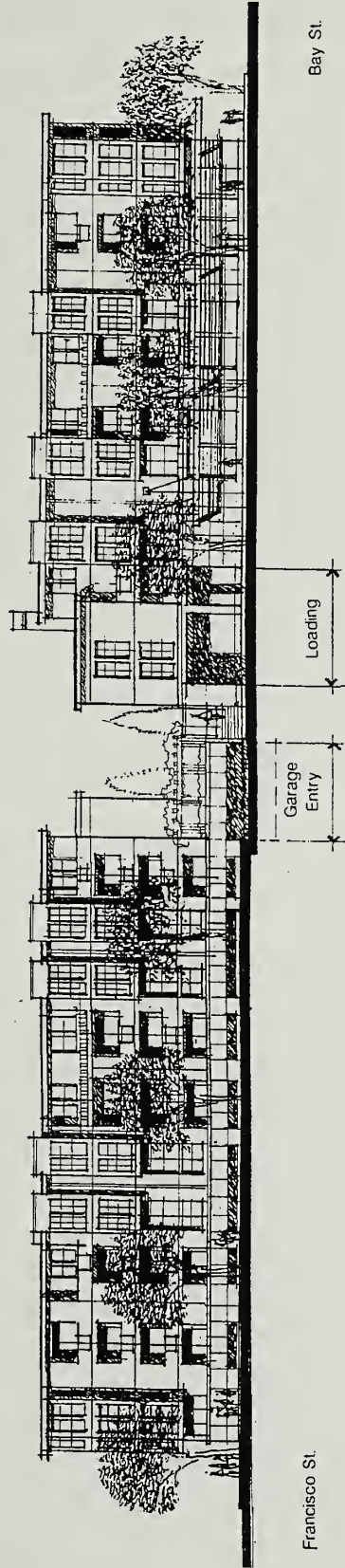
SOURCE: Fisher Friedman Associates



NORTH BEACH HOPE VI REDEVELOPMENT  
**FIGURE 4: BAY STREET ELEVATION**

SOURCE: Fisher Friedman Associates





SOURCE: Fisher Friedman Associates

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NORTH BEACH HOPE VI REDEVELOPMENT

FIGURE 5: MASON STREET ELEVATION

## **D. PROJECT SCHEDULE, COST, APPROVALS AND GENERAL PLAN POLICIES**

The project sponsor expects environmental review, project review, and detailed design to be completed in the summer of 2001. If the proposed project is approved and building permits issued, project construction is anticipated to commence in late 2001. The east block of the existing North Beach Place Housing Project has been vacant since 1999, with residents relocated to other housing units throughout San Francisco; the west block is occupied by approximately 250 to 300 residents. Project construction would involve several phases, with project construction on each of the two blocks taking approximately 18 to 20 months. The phased construction would include demolition and construction of the east block in approximately July 2001 and demolition and construction of the west block to follow in July 2002, after residents are relocated to the new east block or to other sites within San Francisco. Total demolition, site preparation, and construction costs are estimated at about \$60 million (2001 dollars). The project architect is Fisher Friedman Associates, working in association with Powell & Partners Architects.

### **APPROVAL REQUIREMENTS**

Following a public hearing on the Draft EIR before the City Planning Commission, responses to written and oral comments will be prepared. The EIR will be revised as appropriate and presented to the City Planning Commission with the Comments and Responses for certification as to its accuracy, objectivity, and completeness. No discretionary project approvals would be granted nor permits issued before the Final EIR is certified.

The project sponsor is seeking federal funds from the U.S. Department of Housing and Urban Development through the San Francisco Mayor's Office of Housing. As a result, the proposed project requires review pursuant to the National Historic Preservation Act. The State Office of Historic Preservation is currently considering a draft Memorandum of Agreement regarding the demolition of the existing structures at the site and a draft Memorandum of Agreement for recovery of significant archaeological information pursuant to

36 CFR 800 in accordance with Section 106 of the National Historic Preservation Act, the Archaeological Resources Protection Act, and the Native American Graves Protection and Registration Act.

The proposed project would require demolition and building permits from the Department of Building Inspection. The proposed project would require authorization from the Planning Commission for conditional use as a Planned Unit Development (PUD) to permit neighborhood serving commercial uses. The project site is within the RM-3 zoning district (Residential, Mixed District, Medium Density) and the 40-X Height and Bulk District. The following actions and consultations would need to be undertaken to implement the project:

#### **Planning Commission/Planning Department**

- Certifies Final Environmental Impact Report and adopts CEQA findings.
- General Plan Referral review by the Planning Department.
- Determines consistency of the project with *Planning Code* Section 101.1 Priority Planning Policies.
- Authorizes Conditional Use-PUD in accordance with *Planning Code* Sections 303 and 304.
- At time of project approval, adopts Mitigation Monitoring Program.

#### **Zoning Administrator**

- May consider a variance under Planning Code Section 140 that provides for unobstructed open area where windows are required. This variance may be required but will not be certain until the final design of the floor plan.



### **III. ENVIRONMENTAL SETTING AND IMPACTS**

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An application for environmental evaluation for the project was filed March 31, 2000. On the basis of an Initial Study published on January 27, 2001, the San Francisco Planning Department determined that an EIR was required. The Initial Study determined that the following effects of the project would either be insignificant or would be reduced to a less than significant level by mitigation measures included in the project and thus required no further analysis: visual quality and light and glare; archaeological resources; population; employment and housing; noise; construction-related air quality; utilities and public services; biology; geology and topography; water; energy and natural resources; and hazards. Therefore, the EIR does not discuss these issues (see Appendix A, p. A.1, for the Initial Study). The Initial Study also found that the land use changes would not cause potential significant environmental effects and required no further analysis, but noted that this topic would be included in the EIR for informational purposes and to orient the reader. The Initial Study concluded that the project's potentially significant impacts in the areas of Architectural Resources and Transportation would be assessed in an EIR.

#### **A. LAND USE, PLANS, AND ZONING**

##### **EXISTING LAND USES AND ZONING**

The approximately 4.5-acre project site includes the two blocks bounded by Bay Street, Mason Street, Francisco Street, and Columbus Avenue and separated by Taylor Street. The project site is on a slope that ranges from about 22 feet above San Francisco Datum at the southwest corner of the parcel at Francisco Street and Columbus Avenue to approximately 10 feet on the northeast corner of the parcel at Bay and Mason Streets. The North Beach Place Housing Project currently occupies the site, on approximately 180,000 sq. ft., concentrated along Bay Street at the northernmost part of the site.

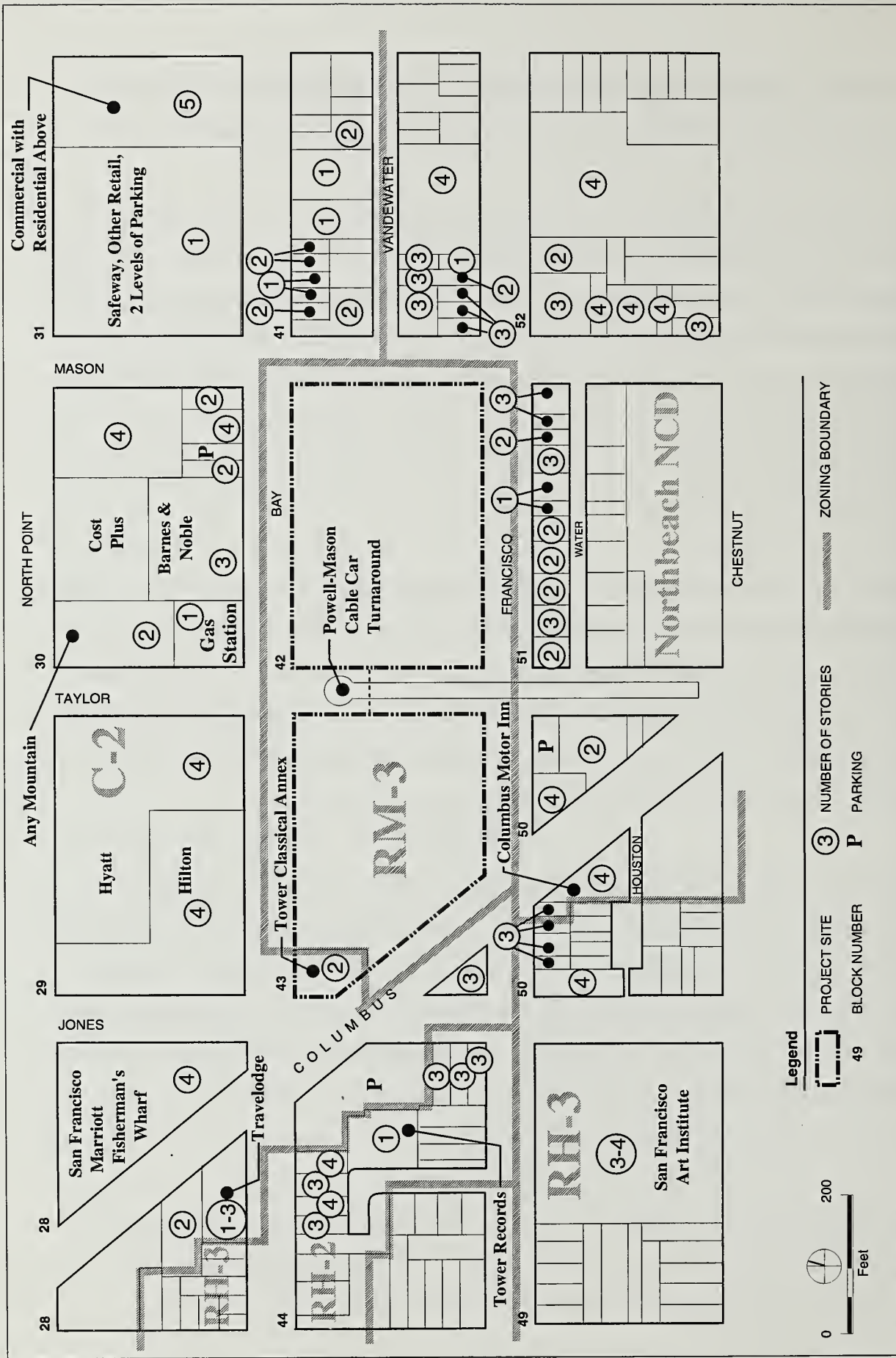
The North Beach Place Housing Project is composed of 13 three- and four-story buildings, approximately 2,400 sq. ft. of open space, and surface parking for 91 vehicles on the site.

The east block has been vacant since 1999, with residents relocated to other housing within San Francisco. The proposed project would occupy the entire block (approximately 2.5 acres) between Bay Street, Mason Street, Francisco Street, and Taylor Street, and approximately two acres of the block bounded by Taylor Street, Francisco Street, Columbus Avenue, and Bay Street. The Powell-Mason Cable Car Turnaround is located on Taylor Street between the two blocks and will continue to function at that location. The existing three- and four-story buildings on the site are arranged in U-configurations around parking and courtyards that are open to the south and front Bay Street to the north.

The project site is within the North Beach neighborhood, a densely developed, mixed-use area of San Francisco, near Fisherman's Wharf, an area with a broad range of visitor-serving retail, restaurant, and hotel establishments (see Figure 6). The North Beach neighborhood contains a diverse mix of residential and commercial uses. The main retail area of the North Beach neighborhood is located along Columbus Avenue, generally south of the project site. Russian Hill, a high-density residential area, is west of the project site.

Directly facing the site on the north, east and south are two- and three-story residential buildings with ground-floor retail uses. Retail plazas including a Cost Plus and a Safeway supermarket are north of the project site across Bay Street. The Tower Records Classical Annex occupies the southeast corner of Columbus Avenue and Bay Street. Other uses in the project vicinity include the San Francisco Municipal (MUNI) Railway Kirkland Bus Yard, the Powell-Mason Cable Car Line, and the North Point Water Pollution Control Plant. The 30-Stockton MUNI line runs along Columbus Avenue.

The project site is in an RM-3 (Residential, Mixed Districts, Medium Density) District and 40-X Height and Bulk District. The proposed project would require conditional use authorization from the Planning Commission to permit a Planned Unit Development.



SOURCE: EIP Associates

EIP

NORTH BEACH HOPE VI REDEVELOPMENT  
FIGURE 6: EXISTING LAND USES, ZONING AND BUILDING HEIGHTS



RM-3 residential districts are classified as medium density, with some smaller structures but predominantly devoted to apartment buildings of six, eight, or ten or more units. Although lots and buildings wider than 25 or 35 feet are common, the scale often remains moderate through sensitive façade design and segmentation. Open spaces are smaller, but decks and balconies are used to advantage for many units. Supporting nonresidential uses are often found in these areas.

The project would be proposed as a Planned Unit Development (PUD) and would be subject to the requirements and procedures of *Planning Code* Section 304 (Planned Unit Developments). The City Planning Commission may authorize PUDs as conditional uses, in accordance with *Planning Code* Section 303 (Conditional Uses). After review of any proposed development, the City Planning Commission may authorize such development as submitted or may modify, alter, adjust or amend the plan before authorization, and in authorizing it may prescribe other conditions. The procedures for Planned Unit Developments are intended for projects on sites of considerable size, developed as integrated units and designed to produce an environment of stable and desirable character, which will benefit the occupants, the neighborhood, and the City as a whole. For the proposed project, the PUD would allow variation in off-street parking requirements, and would permit the neighborhood serving commercial use at the site.

The proposed project's buildings, at three to four stories and up to 40 feet high, would be consistent with the existing 40-X Height and Bulk District.

## LAND USE CHANGES

The proposed project would replace 13 three- and four-story buildings with a footprint of approximately 180,000 square feet, including 229 residential units, child-care facilities, surface parking for 91 cars, and approximately 2,400 square feet of open space, with 360 residential units, new child-care facilities, community space, a senior center, ground-floor retail, and below-grade garage parking for 404 cars in 14 buildings with a total area of about 756,300 sq. ft. The three- and four-story buildings of the proposed project would be generally consistent with the density, height and scale of surrounding residential uses. Portions of the

project would be four stories above a basement and would meet the 40-foot height limit. The primarily residential uses of the proposed project would continue the residential uses of the site. In addition, the proposed project would be generally consistent with the mixed-use and commercial areas of Fisherman's Wharf and North Beach. Overall, the proposed project's residential, child-care, and retail uses would be consistent with existing residential and retail land uses in the vicinity and would not have a substantial adverse effect on land use, nor would it disrupt or divide the physical arrangement of an established community. The proposed project would provide new retail services and neighborhood serving commercial office uses to the surrounding area.

## PLAN CONSISTENCY

Environmental plans and policies are those, like the Bay Area Air Quality Plan, that directly address environmental issues and/or contain targets or standards that must be met in order to preserve or improve characteristics of the City's physical environment. The current proposed project would not obviously or substantially conflict with any such adopted environmental plan or policy.

The Planning Commission and other City decision-makers would evaluate the proposed project against the provisions of the *General Plan* and would consider potential conflicts with the *General Plan* as part of the decision-making process. This consideration of *General Plan* objectives and policies is carried out independently of the environmental review process, as part of the decision to approve, modify or disapprove a proposed project. Any potential conflicts with provisions of the *General Plan* that would cause physical environmental impacts have been evaluated as part of the impacts analysis carried out for other issues in this project EIR and the Initial Study, Appendix A. Any potential conflicts with *General Plan* policies not identified in this EIR could be considered in the project evaluation process and would not alter the physical environmental effects of the proposed project analyzed in this EIR.

## General Plan Policies

The project would require review by the Planning Commission in context of the *San Francisco General Plan* and other relevant plans. Relevant elements of the *General Plan* include the Residence Element, Commerce and Industry Element and the Urban Design Element. The current proposed project would not obviously or substantially conflict with the *General Plan*. Some key objectives and policies of the *General Plan* relevant to the project are noted here; others may be addressed during consideration of project approval.

### San Francisco General Plan

#### Residence Element

##### *Supply of New Housing*

- |             |   |
|-------------|---|
| Objective 1 | To provide new housing for all income groups in appropriate locations.          |
| Policy 1    | Encourage development of housing on surplus, underused and vacant public lands. |
| Policy 4    | Encourage infill housing on appropriate sites in established neighborhoods.     |

##### *Affordability of Housing*

- |             |   |
|-------------|---|
| Objective 5 | To provide housing affordable by all income groups, particularly low- and moderate-income groups.                             |
| Policy 1    | Use the City's financial powers and resources to reduce the cost and increase the supply of low- and moderate-income housing. |
| Policy 3    | Seek the inclusion of low- and moderate-income units in new housing development.  |
| Policy 4    | Safeguard tenants from excessive rent increases while assuring landlords fair and adequate rents.                             |



*Neighborhood Environment*

- |             |   |
|-------------|---|
| Objective 6 | To provide a quality living environment.  |
| Policy 1    | Assure housing is provided with adequate public improvements, services and amenities. |
| Policy 2    | Allow appropriate neighborhood-serving commercial activities in residential areas.    |
| Policy 4    | Promote development of well-designed housing.   |

**Commerce and Industry Element**

*Neighborhood Commerce*

- |             |   |
|-------------|---|
| Objective 6 | Maintain and strengthen viable neighborhood commercial areas easily accessible to city residents.   |
| Policy 1    | Ensure and encourage the retention and provision of neighborhood-serving goods and services in the city's neighborhood commercial districts, while recognizing and encouraging diversity among the districts.               |
| Policy 2    | Promote economically viable neighborhood commercial districts that foster small business enterprises and entrepreneurship and that are responsive to economic and technologic innovation in the marketplace and society.    |
| Policy 3    | Preserve and promote the mixed commercial-residential character in neighborhood commercial districts. Strike a balance between the preservation of existing affordable housing and needed expansion of commercial activity. |
| Policy 4    | Encourage the location of neighborhood shopping areas throughout the city so that essential retail goods and personal services are accessible to all residents.   |

**Urban Design Element**

*Major New Development*

- |             |  |
|-------------|--|
| Objective 6 | Moderation of major new development to complement the city pattern, the resources to be conserved, and the neighborhood environment. |
| Policy 1    | Promote harmony in the visual relationships and transitions between new and older buildings.   |

- |          |  |
|----------|--|
| Policy 2 | Avoid extreme contrasts in color, shape and other characteristics that will cause new buildings to stand out in excess of their public importance. |
| Policy 3 | Promote efforts to achieve high quality of design for buildings to be constructed at prominent locations.  |
| Policy 4 | Promote building forms that will respect and improve the integrity of open spaces and other public areas.  |

### **Accountable Planning Initiative**

In November 1986, the voters of San Francisco approved Proposition M, the Accountable Planning Initiative, which established eight Priority Planning Policies. The policies, contained in Section 101.1 of the *City Planning Code*, are: (1) preservation and enhancement of existing neighborhood-serving retail uses and enhancement of resident employment and ownership; (2) protection of existing housing and of neighborhood character; (3) preservation and enhancement of affordable housing; (4) ensuring that commuter traffic not impede transit service or overburden street or neighborhood parking; (5) maintenance of a diverse economic base by protecting industrial and service land uses from commercial office development, and enhancement of resident employment and business ownership; (6) earthquake preparedness; (7) landmark and historic building preservation; and (8) protection of open space. Before issuing a permit for any project or adopting any legislation that requires an Initial Study under the California Environmental Quality Act, or adopting any zoning ordinance or development agreement, and before taking any action which requires a finding of consistency with the General Plan, the City is required to find that the proposed project or legislation is consistent with the Priority Policies.

## B. ARCHITECTURAL RESOURCES<sup>1</sup>

### SETTING

#### PROJECT SITE

The North Beach Place Housing Project occupies approximately 75 percent of the proposed project site. The frontage of the buildings is oriented along Bay Streets on the northern portion of the site; a computer learning center, surface parking, a children's playground, a community garden, and child care facilities for 38 children occupy the remainder of the site. One driveway on Francisco Street, between Columbus Avenue and Taylor Street, and two entrances on Francisco Street, between Mason and Taylor Streets, provide access to 91 on-site residential surface parking spaces. Open space with limited landscaping and a playground area for the site are oriented along Francisco Street. Street trees border the site and parking areas.

Designed by architects Henry Gutterson and Ernest Born in 1940, North Beach Place was built for the San Francisco Housing Authority between 1950 and 1952 as public housing funded under the US Housing Act of 1937. The 229-unit housing development is a Streamlined Moderne or International Style complex and comprises 13 buildings. The design is composed of simple geometric and horizontal forms, each one rectangular in plan and oriented to create a series of L- and U-shapes, creating common courtyards along Francisco Street and a nearly continuous frontage of buildings along Bay Street. The narrow ends of the rectangular buildings along Francisco Street are painted with murals (see Figure 7B). A system of exterior hallways and stairs provides circulation among the buildings. The exterior of North Beach Place is characterized by smooth, painted stucco with horizontal seams; asymmetrical building facades; curved building corners; flat roofs; fixed windows with metal grilles in a geometric design; and exterior hallways, or balconies, with horizontal balustrades (see Figures 7 through 9). The buildings are considered deteriorated and do not meet current housing codes.





A. VIEW OF PROJECT SITE FROM BAY STREET NEAR COLUMBUS AVENUE



B. VIEW OF PROJECT SITE FROM FRANCISCO STREET NEAR COLUMBUS AVENUE

SOURCE: Robert Shaw & Associates

— EIP —

**NORTH BEACH HOPE VI REDEVELOPMENT**  
**FIGURE 7: PHOTOGRAPHS OF NORTH BEACH PLACE**





A. VIEW OF PROJECT SITE FROM BAY STREET NEAR MASON STREET



B. VIEW OF PROJECT SITE AND POWELL-MASON CABLE CAR TURN-AROUND AT TAYLOR AND BAY STREETS

SOURCE: Robert Shaw & Associates



**NORTH BEACH HOPE VI REDEVELOPMENT**  
**FIGURE 8: PHOTOGRAPHS OF NORTH BEACH PLACE (CONT.)**





A. NORTH BEACH PLACE COMMUNITY GARDEN AT FRANCISCO STREET AND COLUMBUS AVENUE



B. VIEW OF PROJECT SITE FROM FRANCISCO STREET AT MASON STREET

02/10/01PD

SOURCE: Robert Shaw & Associates

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**NORTH BEACH HOPE VI REDEVELOPMENT**  
**FIGURE 9: PHOTOGRAPHS OF NORTH BEACH PLACE (CONT.)**



Opening his own architectural firm in San Francisco in 1916, Henry Gutterson was noted for his extensive legacy of residential designs throughout the Bay Area. He was part of the design team for the Panama Pacific Exposition, working for John Galen Howard, and worked as a staff architect for the City of Oakland in his early career. He served with many urban planning and development organizations to include the advisory design committee on the development of the San Francisco Civic Center (1928-1930), the Berkeley Planning Commission, and the Sierra Nevada Chapter of the American Institute of Architects, and was a co-founder of both the Berkeley Planning and Housing Association and the State Association of California Architects. Gutterson also designed several Christian Science Churches, the Vedanta Society Meeting Hall in Berkeley, the Salem Lutheran Home in Oakland, and the Benevolent Society Building in San Francisco.<sup>2</sup>

Ernest Born also worked as a draftsman for Bay Area architect John Galen Howard early in his career and then in the offices of Gehron and Ross in New York City, before settling permanently in the Bay Area in the 1930s. Born's prominent architectural commissions include several buildings (and a mural) for the 1939 Golden Gate International Exposition on Treasure Island, two Stanford University campus buildings, the drafting of the design standards for 33 BART stations, and the renovation of the Greek Theatre at the University of California Berkeley. In 1952, Born became a full-time professor at UC Berkeley's School of Architecture. He also served on the San Francisco Art Commission in the 1940s and in the 1960s, and was the director of the San Francisco Art Association from 1947 to 1951. A skilled artist and master renderer, Born was well known for his artwork as well as his architecture, and was featured in several museums and university exhibitions.

Site landscaping was designed by Modernist landscape architect Thomas Church, to complement and to integrate with the design for the North Beach Place. With the design of over 2,000 residential gardens, housing developments, and corporate and college campuses, Church is considered a pioneer of modern landscape design. His commissions include the Memorial Court Garden at San Francisco's War Memorial, the Performing Arts Center in San Francisco, and the headquarters for Sunset Magazine in Menlo Park, California. Church used simplified traditional styles using inexpensive materials that required minimal

maintenance to highlight indoor-outdoor living. The original landscaping has been altered over time and many of the original landscape features have been removed or replaced.

## PROJECT VICINITY

The residential character of buildings in the project vicinity generally reflects the development history and design features of the period after the 1906 San Francisco Earthquake and Fire. Two- to four-story, single- and multi-family residences are adjacent to the project site along Mason Street and Francisco Street. The architectural styles of these residences are widely varied and include classical revival styles such as Colonial Revival and Spanish Colonial Revival. Many of these residences have been altered several times to include the replacement of wooden sheathing with stucco or brick veneer and the addition of classical or Spanish Colonial Revival style applied plaster ornamentation in the 1920s and then stripped of ornamentation and remodeled to exhibit Art Deco or Streamlined Moderne details in the 1930s-1940s. Commercial buildings in the project vicinity, primarily located along Francisco and Taylor Streets, also experienced this transformation. Common design characteristics in these buildings include residential flats on 25-foot lot widths, or 40- to 50-foot lot widths developed as duplex-style flats with four or more units; recessed building entrances; and little or no setback from sidewalks.

Large-scale contemporary style commercial buildings in the project vicinity include newer four-story structures, built in the 1970s to 1990s, such as the San Francisco Marriott Fisherman's Wharf, occupying the entire block at Columbus Avenue and Jones, the Hyatt and Hilton hotels occupying the block bordered by Bay Street, Taylor Street, Jones Street and North Point Street, and the Columbus Motor Inn at Columbus Avenue and Francisco Street. North of the site, a two- to three-story retail complex including Cost Plus and a Barnes & Noble bookstore occupies the central portion of the block along Bay Street between Taylor and Mason Streets. Northeast of the project site at Bay and Mason Streets is a one-story Safeway store with covered parking and a five-story structure with ground-floor commercial uses and residential units above. The Powell-Mason Cable Car Turnaround is located at Taylor and Bay Streets, between the two blocks of the project site (see Figure 7B).

## Historic Resources Surveys

The North Beach Place Housing Project is not currently considered eligible for listing on the National Register due to the recent age of the building; however, the architectural survey prepared by Carey & Co. for the Section 106 review indicates that North Beach Place may become eligible for listing on the National Register of Historic Places under Criterion C for “its distinctive architectural design and its association with two important Bay Area architects, Henry Gutterson and Ernest Born, and landscape architect Thomas Church.”<sup>3</sup> North Beach Place was built in 1952 and may become eligible for listing on the National Register when it becomes 50 years old in 2002. San Francisco’s Landmarks Preservation Advisory Board (LPAB), commenting on the Section 106 analysis, agreed with the Carey & Co. finding that the North Beach Place Housing Project may become eligible for the National Register (see LPAB letter, Appendix C).

Six properties in the project vicinity are considered individually eligible for listing on the National Register. These include the San Francisco Art Institute at 800 Chestnut Street, the Robert Boardman Howard and Adeline Kent Studios at 521-523 Francisco Street, and the Mario Canepa flats at 750-752 Francisco Street. In addition, the Cable Car Turnaround, at Taylor and Bay Streets, between the two blocks of the project site, is part of the individually listed San Francisco cable car system as a National Historic Landmark and on the National Register. At least 28 of the 71 adjacent properties identified in the Area of Potential Effect (APE) established for the Section 106 process have been previously determined to be eligible for listing on the National Register as contributing structures to the potential North Beach National Register Historic District. Of those 28, the Domenico Garibaldi flats at 547-553 Francisco Street, the Antone Trapani flats at 679-685 Francisco Street/2436-2440 Jones Street, and the A. Larocca and Sons wholesale seafood building at 2350 Taylor Street are also considered eligible for individual listing on the National Register. Appendix B, Summary of Findings of the Historic Architecture Survey Report, lists the properties within the APE.

The California Register of Historical Resources includes buildings and structures formally determined eligible and listed through procedures adopted by the SHPO, and also includes



buildings previously determined eligible for listing in the National Register through a federal program such as Section 106. North Beach Place Housing Project will be considered listed on the California Register if formally determined to be eligible for the National Register during the ongoing Section 106 process. If the resource is not determined eligible, but the SHPO agrees that it "may become eligible" when it becomes 50 years old, it is nonetheless "deemed significant" pursuant to CEQA Section 21084.1.

Between 1974 and 1976, the San Francisco Department of City Planning conducted a citywide survey of architecturally significant buildings. The inventory assessed the architectural significance of the surveyed structures from the standpoint of overall design and particular design features. Both contemporary and older buildings were included, but historical associations were not considered. Each building was numerically rated according to its overall architectural significance. The rating ranged from a low of "0" to a high of "5". Factors considered included architectural significance, urban design context, and overall environmental significance. The architectural survey resulted in a listing of the best 10% of San Francisco's buildings. In the estimation of the inventory participants, buildings rated "3" or better represent approximately the best 2% of the City's architecture.

The North Beach Place Housing Project was rated as "4". The description given to indicate quality for the numerical rating "4" is "excellent" in the 1976 citywide architectural survey.

The San Francisco Art Institute, at 800 Chestnut Street, across Columbus Street from the project site south of Francisco Street, and Bauer and Schweiter Malting Company, at 530-550 Chestnut Street, southeast of the project site near Mason Street, are listed as City Landmark No. 85 and City Landmark No. 129, respectively.

## **IMPACTS**

### **SIGNIFICANCE CRITERIA**

A project is normally found to have a significant effect on architectural resources if it will substantially disrupt or substantially adversely affect a property of historic significance or

conflict with the preservation of buildings subject to the provisions of Article 10 or Article 11 of the *San Francisco Planning Code*. CEQA Section 21084.1 states that “a project that may cause a substantial adverse change in the significance of an historical resource is a project that may have a significant effect on the environment.” This section further defines a “historical resource” as one that is listed in, or determined eligible for listing in, the California Register of Historical Resources. In addition, a resource that (i) is identified as significant in a local register of historical resources, such as Article 10 and Article 11 of the *San Francisco Planning Code*, or (ii) is deemed significant due to its identification in an historical resources survey meeting the requirements of Public Resources Code Section 5024.1(g), is presumed to be historically significant unless a preponderance of evidence demonstrates otherwise. A “substantial adverse change” is defined in Public Resources Code Sec. 5020.1 as “demolition, destruction, relocation, or alteration such that the significance of an historical resource would be impaired.”

## DEMOLITION OF THE NORTH BEACH PLACE HOUSING PROJECT

The North Beach Place Housing Project was designed by Henry Gutterson and Ernest Born and completed in 1952; the building has been altered over the last 48 years, and is currently in a somewhat deteriorated condition. The SHPO is currently reviewing the Section 106 materials prepared for and submitted by San Francisco Housing Authority, including Carey & Co.’s determination that North Beach Place appears eligible for the National Register under Criterion C. If the Section 106 process results in a determination that the North Beach Place Housing Project meets National Register criteria and the standard of *Exceptional Importance* for resources less than 50 years old, North Beach Place would then be included in the California Register and would meet the definition of an “historical resource” and its demolition would be a significant environmental impact of the proposed project. If the Section 106 process results in a determination that the North Beach Housing Project may meet National Register criteria when it turns 50 years old in 2002, the demolition of North Beach Place would then be “deemed significant” per CEQA Section 21084.1. Demolition of a resource that is “deemed significant” would be a significant adverse effect.

## OTHER HISTORIC RESOURCES

The proposed project would occur in an urban area and would not substantially alter the character of the surrounding neighborhood nor result in impacts to the architectural character off-site. The Section 106 Review prepared by William Kostura and Carey & Co. noted that the proposed project would sufficiently address the architectural elements, scale, design, and height of surrounding residential properties, including the seven properties identified as individually eligible for the National Register and properties identified as eligible as contributing structures to the potential North Beach National Register Historic District to avoid a substantial adverse impact on historic resources within the APE. Other adjacent structures include the San Francisco Art Institute, west of Columbus Avenue and south of Francisco Street, which is both physically distant and characteristically different from the project site. In the context of proximity to the potential historic district and historic buildings, the proposed demolition of the North Beach Place and construction of the 360-unit residential development would have no direct physical effect on these properties. The proposed project would not result in construction activities in adjacent streets which would affect the Powell-Mason Cable Car Turnaround. For these reasons, the project would not have a substantial adverse impact on the integrity of the potential North Beach Historic District or other adjacent architectural resources.

In its review of the Section 106 materials, San Francisco's Landmarks Preservation Advisory Board indicated that demolition and new construction on the project site may have potential adverse impacts on adjacent historic resources due to construction activities. The construction impacts from the demolition and new construction could be mitigated through the measures identified in this EIR and the standard demolition/construction monitoring programs included in the noise ordinance and the Building Code (see LPAB letter, Appendix C). As described above, proposed demolition and new construction would not alter character-defining features of the site vicinity or adjacent resources. Thus, significant impacts to historic resources would be limited to those occurring on the project site.



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NOTES: Architectural Resources

- <sup>1</sup> The San Francisco Mayor's Office of Housing has prepared a Section 106 Review of the project site on behalf of the U.S. Department of Housing and Urban Development (HUD) to satisfy federal review requirements, pursuant to the National Environmental Protection Act (NEPA), the National Historic Preservation Act (NHPA), the Archaeological Resources Protection Act, and the Native American Graves Protection and Registration Act (NAGPRA) prior to the use of HUD funding programs. The proposed project would be partially funded through HUD's HOPE VI Program and Community Development Block Grant (CDBG) tax credits, administered by the Mayor's Office of Housing. This section reviews and summarizes historical and architectural information from two sources: the 2000-2001 review of the property pursuant to Section 106 of the National Historic Preservation Act implemented by HUD and the San Francisco Landmarks Preservation Advisory Board's Section 106 Review and Comment.
- <sup>2</sup> *DPR 523, Building, Structure and Object Record, North Beach Place Housing Project*, Winslow Hastie, July 21, 2000, p. 2
- <sup>3</sup> William Kostura and Carey & Co., *Historic Architecture Survey Report for the North Beach Place Housing Project, San Francisco, CA*, prepared for Robert Shaw and Associates, Bridge Housing Corporation and The Mayor's Office of Housing, September 15, 2000. DPR 523 Form, July 21, 2000.

## C. TRANSPORTATION<sup>1</sup>

### SETTING

#### TRAFFIC

Regional access to and from the project site is available via Interstate 80 (I-80), Interstate 280 (I-280) and US 101 via surface streets. Vehicles traveling to the East Bay would use Bay Street and The Embarcadero to access I-80 and the Bay Bridge. I-80 is located south of the project site with off-ramps on Fremont Street at Harrison Street and on Fremont Street between Howard and Folsom Streets. I-80 eastbound on-ramps to the Bay Bridge are at First, Essex, and Sterling Streets. Traffic heading toward the North Bay would use Bay Street to Marina Boulevard, which connects to US 101 and the Golden Gate Bridge. Vehicles with destinations in the Peninsula or South Bay would access US 101 via Bay or North Point Street and Van Ness Avenue, or access the I-280 by taking Bay Street and The Embarcadero to King Street.

**The Embarcadero** is a major arterial which runs the eastern perimeter of San Francisco from Taylor Street in the Fisherman's Wharf area to King Street in the South of Market area. The Embarcadero has two to three travel lanes in each direction, a dedicated transit lane for the F-line streetcar/MUNI Metro in the median, and bicycle lanes. Along The Embarcadero, metered parking is generally permitted on the land side. Some parking is available on the water side in intermittent parking bays.

**North Point Street** is a two-way street that runs in the east-west direction between Van Ness Avenue and The Embarcadero. Metered parking is available on both sides of the street and there is designated tour bus parking on the north side of the street between Taylor and Powell Streets.

**Bay Street** provides east-west access between Fillmore Street in the Marina District and The Embarcadero and leads to US 101 and the Golden Gate Bridge. On-street parking is not permitted on the north side of Bay Street from 4:00 to 6:00 PM, and the parking lane may be

used as a third travel lane in the westbound direction. There is residential permit parking (or two-hour restricted parking for vehicles without permits) on the south side of the street adjacent to the proposed project. There are metered parking spaces along the remainder of the street.

**Francisco Street** is a two-way, east-west street that operates with one travel lane in each direction. There is residential permit parking or two-hour restricted parking available on both sides of the street.

**Columbus Avenue** is a two-way northwest-southeast avenue from Beach Street in the Fisherman's Wharf area to the intersection of Washington and Montgomery Streets in the Financial District. Metered and unmetered parking is available on both sides of the street.

**Taylor Street** is a two-way, north-south street from The Embarcadero to Market at Sixth Street. The Powell-Mason cable car line terminates on Taylor Street just south of Bay Street. The two blocks of Taylor Street between Bay and Columbus are used for cable car operations; through traffic is prohibited on the southern approach of the Bay and Taylor Streets intersection. In the project vicinity, there is metered parking on Taylor north of Bay Street and residential permit or two-hour parking south of Bay Street.

**Mason Street** is a north-south street between Jefferson Street in the Fisherman's Wharf area to Market Street between Fifth and Sixth Streets. In the project vicinity, Mason Street has metered parking on both sides of the street north of Bay Street and residential permit parking south of Bay Street.

Intersection operations are typically described by Level of Service or LOS, which rates the average delay experienced by motorists passing through an intersection from A to F. LOS A indicates free flow conditions with little or no delay, while LOS F indicates heavily congested conditions with extended delays. LOS A through D are considered acceptable conditions, and LOS E and F are considered unacceptable (see Appendix D).

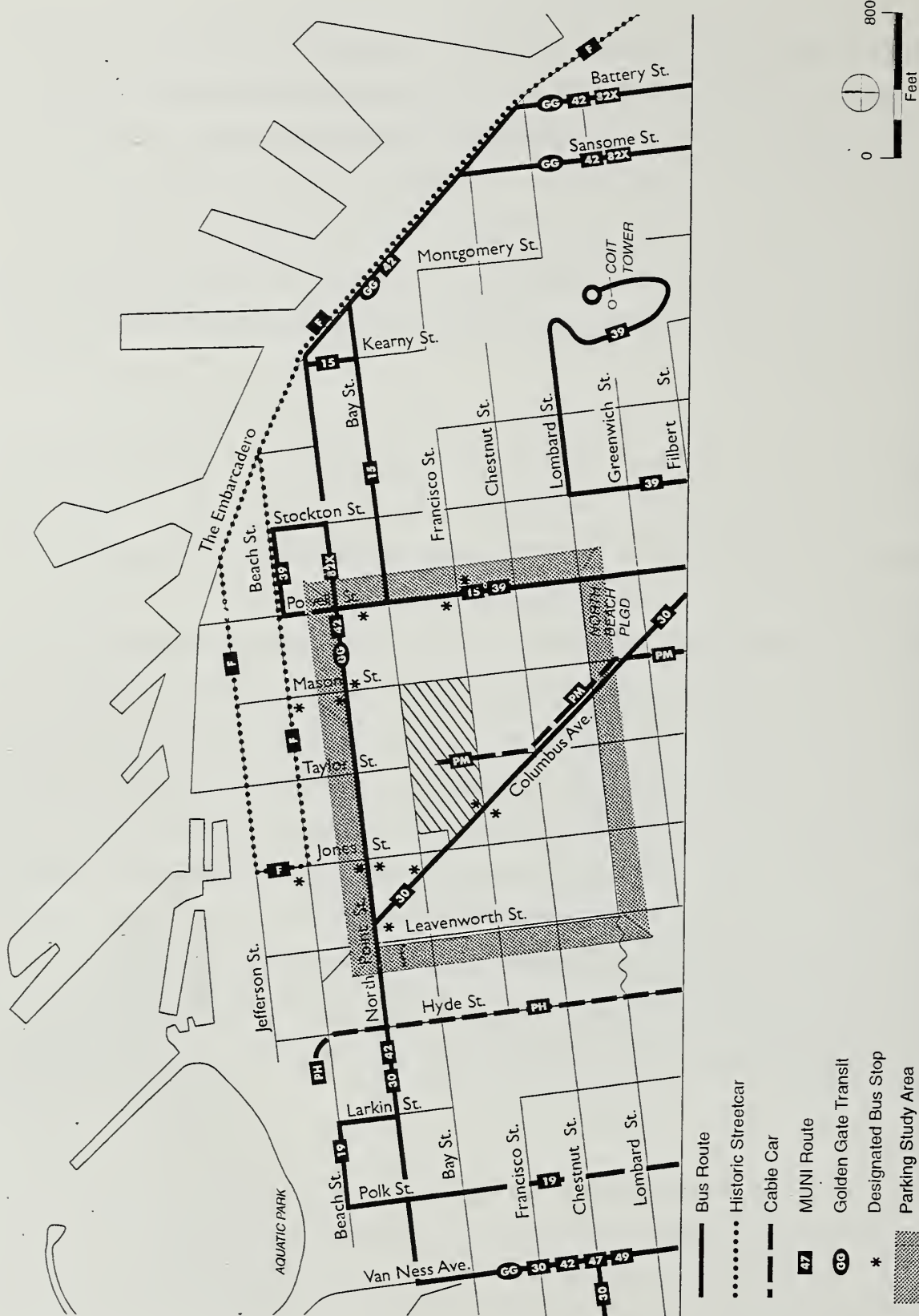


Six intersections in the project vicinity were selected for analysis for weekday PM peak-hour conditions, generally 5:00 to 6:00 P.M. Figure 10, p. 46, shows the local street network. Under existing conditions, the intersection of Bay and Mason Streets operates at LOS B, Bay Street and Columbus Avenue operates at LOS C, and Bay and Taylor Streets operates at LOS D. The unsignalized intersections along Francisco Street at Columbus Avenue, Taylor Street, and Mason Street operate at LOS A. The worst approaches (eastbound and westbound) at Francisco Street and Columbus Avenue operate at LOS C. These are all acceptable levels of service (see Table 1, p. 51).

## TRANSIT

San Francisco Municipal Railway (MUNI) provides service in the project vicinity on eight bus lines, two cable car lines, and the F-line historic streetcar (see Figure 10). The bus lines provide service to the Marina and Union Street districts, and the Van Ness Avenue corridor, the Financial District, the South of Market Area, and the Third Street corridors. The cable car lines connect the Fisherman's Wharf area with downtown and Union Square. The F-line runs from Fisherman's Wharf along The Embarcadero and Market Street, through downtown to the Castro District. During the P.M. peak, the bus lines operate at 6- to 20-minute headways, the cable cars operate at 6-minute headways, and the F-line streetcar operates at 9-minute headways. During the PM peak hour, MUNI lines in the northeast corridor operate at 58 percent capacity and the maximum load points are outside the North Beach and Fisherman's Wharf areas.<sup>2</sup> Many of the transit lines serving the project vicinity end in the Fisherman's Wharf area and therefore carry lower passenger loads by the time they reach the project vicinity.

Regional transit service is available within walking distance or via local transit service. Golden Gate Transit operates bus service with stops on North Point Street, one block north of the project site. Other regional service to the East Bay, the Peninsula and the North Bay is available near Market Street or Mission Street, about one and half miles south of the site, at the Ferry Building, BART stations, Transbay Transit Terminal, and Caltrain Depot via the F-line streetcar, Powell-Mason cable car, and MUNI bus routes.



SOURCE: The Duffley Company

EIP

NORTH BEACH HOPE VI REDEVELOPMENT  
FIGURE 10: TRANSPORTATION STUDY AREA AND TRANSIT SERVICE

## PARKING

There are 91 parking spaces at the project site for use by the current residents. Vehicles enter these parking areas from three driveways on Francisco Street, with one entrance on the block between Columbus Avenue and Taylor Street and two entrances on the block between Taylor and Mason Streets.

In the parking study area bounded by North Point Street to the north, Powell Street to the east, Lombard Street to the south, and Leavenworth Street to the west, parking supply and occupancy data were collected at off-street parking facilities in May and July 2000. Five public parking facilities (generally associated with hotels or monthly parking uses), with about 720 parking spaces, have spaces available once hotel guests and monthly parkers have been accommodated. On a weekday midday (1:30 to 3:00 PM) occupancy was 58 percent, and evening (6:30 to 8:00 PM) occupancy was 64 percent. Six other parking facilities north of the parking study area, with a total of about 2,200 spaces, were 80 to 95 percent occupied during the midday period (1:30 to 3:30 PM).<sup>3</sup> The higher midday occupancy rates at parking north of the study area suggest that drivers tend to use lots or garages that are clearly designated for public use and that are closer to visitor facilities at Fisherman's Wharf and Pier 39.

On-street parking is permitted on all streets surrounding the project site, with a range of residential permit parking restrictions, unmetered and metered parking, truck loading, and, on parts of North Point Street, tour bus loading zones. On-street parking is prohibited on the north side of Bay Street from 4:00 to 6:00 PM, and the parking lane is used as a third westbound travel lane.

Surveys of on-street parking occupancy during the midday (1:30 to 3:30 PM) and evening (6:30 to 8:00 PM) were conducted in May 2000 and in August 2000. Field observations of on-street parking occupancy in May 2000 showed midday, permit/two-hour parking spaces were about 85 percent occupied and metered parking spaces were about 70 percent occupied. In August 2000, the midday occupancy was observed at 95 and 80 percent, respectively. During the evening period in May, permit/two-hour parking spaces were observed to be about 90 percent full and metered spaces were observed to be about 60 percent occupied. At the



time the parking inventory was conducted, the 135 residential units on the East Block of the project site were vacant with 94 occupied units on the West Block. Therefore, observed parking counts may reflect lower demand than if the project site were fully occupied.<sup>4</sup>

## **BICYCLES**

Several streets in the project vicinity have been designated by the Department of Parking and Traffic as part of the numbered and signed bicycle route network. North Point Street (#2) and Columbus Avenue (#11) are Class III signed bike routes. The Embarcadero (#5) is a Class II facility with dedicated bicycle lanes. Bicycle traffic in the project area was observed to be relatively light on weekdays. Most bicycles were observed traveling on Columbus Avenue. Bicycle use in the Fisherman's Wharf area tends to be higher on weekends, particularly around the ferry terminal.

## **PEDESTRIANS**

The sidewalks in the project area from North Point Street north are heavily used by pedestrians, primarily tourists. South of North Point Street, foot traffic is light to moderate. Taylor Street is an active pedestrian route for passengers on the Powell-Mason cable car. Cable car passengers alight the cable car on Taylor Street south of Francisco Street. Passengers waiting to board the cable car form a queue around the cable car turnaround south of Bay Street. Sidewalks in the project vicinity range from 6 to 15 feet wide.

Observations indicate that the potential for conflicts between vehicles and pedestrians is moderate at the intersection of Bay and Taylor Streets. Because Bay Street is a primary east-west route, vehicle speeds tend to be higher than on neighboring streets. Pedestrians crossing Bay Street, either legally or illegally, have the potential to need to avoid vehicles traveling along Bay Street or turning into or out of Taylor Street.

## IMPACTS

The City and County of San Francisco considers traffic impacts from a project to be significant if the vehicle trips generated by the project would:

- cause signalized intersection operations to deteriorate from LOS D or better to LOS E or F, or from LOS E to LOS F;
- interfere with the existing transportation systems by causing substantial alteration to circulation patterns or causing major traffic hazards;
- contribute substantially ("considerably") to cumulative traffic increases at intersections that would result in deterioration of traffic conditions to unacceptable levels; or
- contribute substantially to cumulative traffic increases at intersections already operating at unacceptable levels.

For unsignalized intersections, significant impacts may be identified because of degradation of LOS at two or more key approaches or fulfillment of signal warrants, depending on the circumstances.

A project would have a significant effect if it would cause a substantial increase in transit demand that cannot be accommodated by existing or proposed transit capacity, resulting in unacceptable levels of transit service.

Policies in the *San Francisco General Plan* emphasize the importance of public transit use and discourage the provision of facilities that encourage automobile use. In this context, and in the context of San Francisco's high level of transit accessibility, creation of parking demand, which cannot be met by existing or proposed parking facilities, would not be considered a significant environmental effect. Data on unmet parking demand is presented for informational purposes.

For this analysis, a project generally would be considered to have a significant effect on the environment if it were to result in substantial pedestrian overcrowding on public sidewalks or crosswalks, creating an unacceptable pedestrian LOS E or F; create hazardous conditions for pedestrians or bicyclists; or otherwise substantially interfere with pedestrian or bicycle

accessibility. Generally, construction-period transportation impacts would not be considered significant because the effects would be temporary.

## **TRIP GENERATION**

Because the proposed project would displace the existing occupied residential units at the project site, the analysis accounted for the number of person-trips generated by these existing uses. It was estimated that the existing uses generate about 170 trips during the weekday PM peak hour. The proposed project would thus generate an estimated 14,450 net new daily person-trips, with an estimated 1,495 net new person-trips occurring during the PM peak hour.

During the PM peak hour, the project would generate 564 auto person-trips, 314 transit trips, 451 pedestrian trips and 164 bicycle and other trips. Bicycle trips would be included in the trips made by other modes (about 165 or 11 percent). The project would generate 320 estimated vehicle trips during the PM peak hour, of which about 170 would be inbound and about 150 would be outbound.

## **EXISTING PLUS PROJECT CONDITIONS**

### **Traffic**

Under Existing Plus Project conditions, all six study intersections would continue to operate at the same service levels as they do under the Existing Conditions, as shown in Table 1 on p. 51. The largest increase in average delays would be no more than four seconds per vehicle at the intersection of Bay and Mason Streets.

The proposed project would not result in significant impacts under the Existing Plus Project conditions, as the intersections would not deteriorate to unacceptable levels of service.



**TABLE 1  
INTERSECTION LEVEL OF SERVICE  
WEEKDAY PM PEAK HOUR**

| Intersection           | Existing           |     | Existing Plus Project |     | Cumulative 2015    |     |                           |
|------------------------|--------------------|-----|-----------------------|-----|--------------------|-----|---------------------------|
|                        | Delay<br>(sec/veh) | LOS | Delay<br>(sec/veh)    | LOS | Delay<br>(sec/veh) | LOS | % Project<br>Contribution |
| <i>Signalized</i>      |                    |     |                       |     |                    |     |                           |
| Bay/Columbus           | 16.1               | C   | 17.5                  | C   | 34.4               | D   |                           |
| Bay/Taylor             | 25.2               | D   | 25.2                  | D   | 41.9               | E   | 19.1 %                    |
| Bay/Mason              | 6.9                | B   | 10.8                  | B   | 15.3               | C   |                           |
| <i>Unsignalized</i>    |                    |     |                       |     |                    |     |                           |
| Francisco/<br>Columbus | 1.0/12.4           | A/C | 1.4/14.2              | A/C | 1.7/19.1           | A/C |                           |
| Francisco/Taylor       | 2.8/3.6            | A/A | 3.1/3.7               | A/A | 3.1/3.8            | A/A |                           |
| Francisco/Mason        | 1.4/4.7            | A/A | 1.6/5.1               | A/B | 1.7/5.4            | A/B |                           |

*Note:* Delay is expressed as an average delay in seconds per vehicle. For unsignalized intersections, the delay and LOS shown are for the overall intersection and worst approach (intersection/worst approach). The delay is the average wait that a motorist would experience to travel through the intersection.

*Source:* The Duffey Company, *North Beach Housing Final Transportation Impact Report*, September 2000.

## Transit

The proposed project would generate about 315 net new transit trips during the weekday PM peak hour. Of these transit trips, about 190 trips or 61 percent would be trips within San Francisco. There would be about 50 trips between the East Bay, 15 between the North Bay, 25 between the South Bay, and 35 trips from other areas. Almost all transit trips would be expected to take place on MUNI, either to reach destinations within San Francisco or to connect with regional transit operators. Because most of the local transit routes in the project area start or end in the project vicinity, and because the project site is outside the immediate downtown area, the maximum load points do not occur in the Fisherman's Wharf area, yielding adequate capacity to accommodate new project trips originating near the site. The project would not create a significant impact on transit services.

## Parking

The project would provide 404 parking spaces. The proposed project would generate a parking demand of 443 spaces, which includes 33 long-term spaces (employee parking) and 140 short-term spaces (visitor parking) for commercial uses, and 270 spaces for residential uses. Per the Conditional Use – Planned Unit Development (PUD) provisions of Sections 303 and 304 of the *San Francisco Planning Code*, the parking requirement for the project is based on parking demand. Parking demand calculations for the office and retail components of the project do not take into consideration the fact that many of the visitors to these land uses would be from the site, by the residents, and they would be walking trips. Therefore, parking demand is over-estimated and the actual parking provided with the project is likely to meet the demand. Should there be a need for additional spaces, the parking deficiency could be met at other parking facilities in the project vicinity or by on-street parking. Based on the proposed parking supply of 404 spaces, the *Planning Code* would require that 16 of the parking spaces be designated for handicapped use and that 20 off-street bicycle parking spaces be provided on site. The project would have a shortfall of 39 spaces below the estimated parking demand/requirement of 443 spaces.

## Pedestrians

The project would generate approximately 450 walk trips and about an additional 315 transit trips that would be distributed to the sidewalks along the project block. With the current eight-foot sidewalk width on the south side of Bay Street, increased pedestrian volumes may lead to more crowded sidewalk conditions. While no significant pedestrian impacts have been identified, pedestrian enhancements that would occur in conjunction with the redesign of the cable car turnaround would improve the pedestrian environment. The project sponsor would work with the Department of Parking and Traffic and other City departments to plan and provide the following potential pedestrian improvements near the project site:

- To ensure that pedestrian movement is not constricted at the existing narrow sidewalk width, street trees should not be planted on the south side of Bay Street on the project site.

- Curb bulb-outs on the south side of Bay Street at the intersections of Taylor Street and Mason Street to reduce the distance for pedestrians to cross Bay Street and to aid motorists by making pedestrians more visible.
- Special surface treatment of the Bay Street crosswalks at the cable car turnaround on Mason Street to alert motorists to the presence of pedestrians at this heavily used crossing.

## **Loading**

### Freight Loading

The combined uses of the proposed project would generate approximately 29 service vehicle trips per day. The freight loading demand would be 1.7 spaces during the peak hour (between 10:00 AM and 1:00 PM) and 0.4 spaces during an average hour. The proposed project includes two off-street truck loading spaces which would be accessed from Mason Street on the east block. This supply would meet the project's peak hour and average demand for loading spaces. *Planning Code* Section 303(c)2B would require adequate loading spaces to satisfy the anticipated demand for the proposed project. The project would meet the requirement of the *Planning Code* under this section.

There would be potential for trucks that did not use the off-street loading zone to double-park on the streets surrounding the project site. While this double parking could occasionally cause localized traffic delays, the project loading spaces would meet demand; loading conditions would not create significant adverse effects. The project sponsor would work with the Department of Parking and Traffic to determine if additional curb delivery zones should be designated on the project frontage, to reduce potential for double-parking of delivery vehicles.

### Passenger Loading

Passenger loading zones (white zones) are proposed at several locations to accommodate passenger drop-off and loading activity for the proposed project. The overall loss of on-street parking resulting from conversion to passenger loading zones would be three to six spaces.



A passenger loading zone on Columbus Avenue to serve the child-care center, the community center, and housing could potentially result in conflicts between right-turning vehicles from westbound Francisco Street onto Columbus Avenue. The 15 vehicle trips estimated to occur in the PM peak hour would not result in major conflicts at the corner of Francisco Street and Columbus Avenue. The increased passenger loading activity associated with the project could potentially cause temporary disruption to eastbound traffic flow on Bay Street due to the narrow traffic lanes and the in and out movement of vehicles from the courtyard entrance. The disruption to traffic flow would be compounded if vehicles double-parked in the outside travel lane. While this could cause localized delays in traffic, those conditions would not create significant traffic impacts. The project sponsor would work with the Department of Parking and Traffic to plan the location and lengths of curb loading areas, to reduce potential for disruption of adjacent traffic lanes, particularly on Bay Street.

### **Bicycle**

The proposed project would generate about 165 PM peak hour trips by 'other' travel modes including bicycles, of which approximately 50 of these trips would originate or end in San Francisco. Bicycle trips would represent a proportion of these trips. The increase in vehicular traffic from the project would affect bicycle travel in the vicinity, especially on Columbus Avenue, North Point Street and The Embarcadero, which are designated bicycle routes. There would be no significant bicycle traffic impacts.

*Planning Code* Section 155.3 (d) requires the provision of showers and lockers for new developments with primary uses that are commercial in nature. Although the proposed project primarily consists of residential uses, the Planning Department has determined that the retail/office uses for the proposed project are substantial enough to warrant the provision of shower/locker facilities. According to the *Planning Code*, the proposed project should include two showers and four clothes lockers, which would be located adjacent to the 20 bicycle parking spaces that would be provided on site.

## Construction

Project construction is estimated to last approximately 48 months, in four phases:

- (1) demolition/site clearance of the east block, (2) construction of the east block,
- (3) demolition/site clearance of the west block, and (4) construction of the west block.

Phases 1 and 3 (demolition/site clearance) would last two months each or four months total.

Phases 2 and 4 (construction) would last 22 months each or 44 months total.

During the demolition/site clearance phases, there would be a maximum of 75 trucks and an average of 25 trucks visiting the site daily. A maximum of 35 construction workers and an average of 25 workers would be on site during the demolition/site clearance phases. During the construction phases, there would be a maximum of 75 trucks and an average of 45 trucks travelling to the site daily. A maximum of 200 construction workers and an average of 150 workers would be on site during the building construction phases. Workers would park their vehicles on site on the East or West block, including the partially completed project parking garage. Although construction work may cause an inconvenience to employees, residents and visitors to the area, construction impacts would be temporary in nature and would not be considered significant.

## CUMULATIVE ANALYSIS (2015)

### Traffic

A 2015 Cumulative analysis was conducted to evaluate the future traffic conditions in the vicinity of the proposed project during the weekday PM peak hour. The Year 2015 condition is a future scenario based on the annual growth rate for traffic. Cumulative traffic growth would occur from other developments in the project area, as well as from the proposed project. Under the Cumulative 2015 scenario, average delays would increase at the three signalized intersections along Bay Street relative to the Existing Plus Project conditions, as shown in Table 1, p. 51. The intersection of Bay/Columbus would deteriorate from LOS C to LOS D. The intersection of Bay/Mason would deteriorate from LOS B to LOS C, and the intersection of Bay/Taylor would deteriorate from LOS D to LOS E, an unacceptable

condition. The proposed project would contribute 19 percent of the cumulative growth in traffic volume at Bay/Taylor. This would be a considerable contribution to a significant cumulative effect.

Delays to Taylor Street traffic would result from the long signal time assigned to Bay Street traffic and the limited signal time given to vehicles on Taylor Street because of the high volumes of pedestrians crossing Bay Street. There are estimated to be about three to four vehicles in the Taylor Street queue with overall delays that would cause intersection operations to deteriorate to LOS E.

Chapter IV, Mitigation Measures, pp. 57-60, identifies removal of two to three parking spaces on the west side of Taylor Street, north of Bay Street to permit a second approach lane for Taylor Street. This change, if implemented, would accommodate additional traffic at that intersection and improve Year 2015 LOS E to LOS B during the peak PM hour, an acceptable condition. This change is not within the jurisdiction of the Planning Department and would require implementation by the Department of Parking and Traffic. The Department of Parking and Traffic has reviewed this measure and has not objected to its implementation; however, if this measure were not implemented by the Department of Parking and Traffic, a significant cumulative impact would occur, as discussed in Chapter V, Other CEQA Considerations.

The three unsignalized intersections along Francisco Street would continue to operate at acceptable service levels under Cumulative 2015 conditions.

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#### NOTES: Transportation

<sup>1</sup> The Duffey Co., *North Beach Housing Final Transportation Impact Report, Case No. 2000.173E*, September 6, 2000. This report is on file and available for public review at the Planning Department, 1660 Mission Street, Fifth Floor, San Francisco.

<sup>2</sup> Wilbur Smith Associates, Korve Engineering, Inc., CHS Consulting Group, and Pittman & Hames Associates, Combined Report, Interim Year Transportation Analysis Report for China Basin/South Beach and Transbay, June 1999.

<sup>3</sup> The Duffey Company. Estimated occupancy based on field observation July 18, 2000.

<sup>4</sup> There are approximately 60 parking stalls on the East block of which 20 percent or less were occupied during the midday and evening surveys. Use of the East block parking lot may have helped to reduce the on-street occupancy in the immediate vicinity of the project site.



## **IV. MITIGATION MEASURES PROPOSED TO MINIMIZE POTENTIAL ADVERSE IMPACTS OF THE PROJECT**

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In the course of project planning and design, measures have been identified that would reduce or eliminate potential environmental impacts of the project. Some of these measures have been, or would be, adopted by the project sponsor and, therefore, are proposed as part of the project. Implementation of some measures may be the responsibility of public agencies.

Each mitigation measure and its status is discussed below. Measures from the Initial Study (see Appendix A, p. A.1) proposed as part of the project are indicated with an asterisk (\*) and follow mitigation measures of topics discussed in the EIR. Mitigation measures identified in this EIR and in the Initial Study would be required by decision-makers as conditions of project approval unless they are demonstrated to be infeasible based on substantial evidence in the record or under the jurisdiction of another agency.

### **A. ARCHITECTURAL RESOURCES**

As discussed in Chapter III.B, Architectural Resources (p. 40), in the event the North Beach Place Housing Project is formally determined to be eligible for the National Register, a significant unavoidable impact would occur. This potentially significant impact would be reduced (though not eliminated) through the implementation of the following mitigation measure:

1. Prior to demolition, prepare a "Historical American Building Survey," including the precise recording of the structure through measurements, drawings, and photographs. Upon completion, provide a copy of the report to the San Francisco Planning Department, San Francisco Public Library (Main Library), the President of the San Francisco Landmarks Preservation Advisory Board, and the Northwest Information Center.

### **B. TRANSPORTATION**

The proposed project would contribute to the general traffic growth in the area and would result in a significant cumulative impact at the Bay/Taylor intersection by 2015 during the PM peak hour. The following mitigation measure is identified to avoid this significant impact, but is not within the jurisdiction of the Planning Department. The Department of Parking and Traffic has reviewed this measure and has not objected to its implementation; however, if this measure were not implemented by the Department of Parking and Traffic, a significant cumulative impact would occur, as discussed in Chapter V, Other CEQA Considerations.

2. The project sponsor shall request that the Department of Parking and Traffic remove two to three parking spaces on the western curb of Taylor Street, just north of Bay Street, to allow the creation of a second approach lane for Taylor Street at the intersection of Bay and Taylor Streets to improve the operations at the intersection from LOS E to LOS B.

### C. NOISE

- \*3. The project sponsor shall require construction contractors to predrill holes to the maximum depth feasible on the basis of soil conditions to install pile foundations. The project sponsor shall require the contractors to use construction equipment with state-of-the-art noise shielding and muffling devices. The project sponsor shall require that contractors schedule pile driving activity for times of the day that shall be consistent with the Noise Ordinance.
- \*4. The project sponsor shall incorporate the noise mitigation measures identified in the Noise Assessment of the Special Environmental Clearance prepared according to HUD regulations (24 CFR Part 51, Subpart B).

### D. AIR QUALITY / CLIMATE

- \*5. The project sponsor shall require the contractor(s) to spray the site with water during excavation and construction activities; spray unpaved construction areas with water at least twice per day; cover stockpiles of soil, sand, and other material; cover trucks hauling debris, soil, sand or other such material; and sweep surrounding streets during excavation and construction at least once per day, as needed, to reduce particulate emissions.

Ordinance 175-91, passed by the Board of Supervisors on May 6, 1991, requires that non-potable water be used for dust control activities. Therefore, the project sponsor shall require that the contractor(s) obtain reclaimed water from the Clean Water Program for this purpose. The project sponsors shall require the project contractor(s) to maintain and operate construction equipment so as to minimize exhaust emissions of particulates and other pollutants, by such means as a prohibition on idling motors when equipment is not in use or when trucks are waiting in queues, and implementation of specific maintenance programs to reduce emissions from equipment that would be in frequent use for much of the construction period.

### E. WATER QUALITY

The project sponsor shall ensure that groundwater from site dewatering and stormwater runoff meets the discharge limitations of the City's Industrial Waste Ordinance by carrying out the following:

- \*6. If dewatering were necessary, the project sponsor shall follow the recommendations of the geotechnical engineer or environmental remediation consultant, in consultation



with the Bureau of Environmental Regulation and Management of the San Francisco Public Utilities Commission, regarding treatment, if any, of pumped groundwater prior to discharge to the combined sewer system.

If dewatering were necessary, groundwater pumped from the site shall be retained in a holding tank to allow suspended particles to settle, if this were found to be necessary by the Bureau of Environmental Regulation and Management of the San Francisco Public Utilities Commission to reduce the amount of sediment entering the combined sewer system.

- \*7. The project sponsor shall require the general contractor to install and maintain sediment traps in local storm water intakes during construction to reduce the amount of sediment entering the combined sewer system, if this were found to be necessary by the Bureau of Environmental Regulation and Management of the San Francisco Public Utilities Commission.

## F. ARCHAEOLOGICAL RESOURCES

- \*8. Given the location and depth of excavation proposed, and the likelihood that archaeological resources would be encountered on the project site, the sponsor shall retain the services of an archaeologist. The archaeologist shall conduct a pre-excavation testing program to better determine the probability of finding cultural and historical remains. An archeological testing plan shall be prepared. The testing program shall use mechanical, exploratory borings, backhoe scraping or trenches or other testing methods determined by the archaeologist to be appropriate.

If, after testing, the archaeologist determines that no further investigations or precautions are necessary to safeguard potentially significant archaeological resources, the archaeologist shall submit a written report to the Environmental Review Officer, with a copy to the project sponsor. If the archaeologist determines that further investigations or precautions are necessary, he or she shall consult with the Environmental Review Officer, and they shall jointly determine what additional procedures are necessary to minimize potential effects on archaeological resources.

These additional measures shall be implemented by the project sponsor and shall include a program of on-site monitoring of all pavement and foundation removal and site excavation, during which the archaeologist shall record observations in a permanent log. The monitoring program, whether or not there are findings of significance, shall result in a written report to be submitted first and directly to the Environmental Review Officer, with a copy to the project sponsor. During the monitoring program, the project sponsor shall designate one individual on site as its representative. This representative shall have the authority to suspend work at the site to give the archaeologist time to investigate and evaluate archaeological resources if they are encountered.



If evidence of cultural resources of potential significance were found during the monitoring program, the archaeologist shall immediately notify the Environmental Review Officer, and the project sponsor shall halt any activities that the archaeologist and the Environmental Review Officer jointly determine could damage such cultural resources. Ground-disturbing activities that could damage cultural resources shall be suspended for a total maximum of four weeks over the course of construction of each building.

After notifying the Environmental Review Officer, the archaeologist shall prepare a written report to be submitted first and directly to the Environmental Review Officer, with a copy to the project sponsor, which shall contain an assessment of the potential significance of the find and recommendations for what measure shall be implemented to minimize potential effects on archaeological resources. Based on this report, the Environmental Review Officer shall recommend specific additional measures to be implemented by the project sponsor. These additional measures shall include a site security program, additional on-site investigations by the archaeologist, or documentation, preservation, and recovery of cultural material.

Finally, the archaeologist shall prepare a report documenting the cultural resources that were discovered, an evaluation as to their significance, and a description as to how any archaeological testing, exploration or recovery program is to be conducted.

Copies of all draft reports prepared according to this mitigation measure shall be sent first and directly to the Environmental Review Officer for review. Following approval by the Environmental Review Officer, copies of the final reports shall be sent by the archaeologist directly to the President of the Landmarks Preservation Advisory Board and the California Archaeological Site Survey Northwest Information Center. Three copies of the final archaeology reports shall be submitted to the Environmental Review Officer, accompanied by copies of the transmittals documenting its distribution.

## **V. OTHER CEQA CONSIDERATIONS**

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### **A. SIGNIFICANT ENVIRONMENTAL EFFECTS THAT CANNOT BE AVOIDED IF THE PROPOSED PROJECT IS IMPLEMENTED**

In accordance with Section 21100 (b)(2)(A) of the California Environmental Quality Act (CEQA), and Section 15126(b) of the State CEQA Guidelines, the purpose of this chapter is to identify significant impacts that could not be eliminated or reduced to an insignificant level by implementing mitigation measures included as part of the project or by other mitigation measures that could be implemented, identified in Chapter IV, Mitigation Measures, p. 57. This chapter is subject to final determination by the City Planning Commission as part of its certification process for the EIR.

In the event that the North Beach Place Housing Project is formally determined to be eligible for the National Register and meets the standards of exceptional importance for resources less than 50 years old, demolition or substantial alteration of the building would constitute a significant unavoidable impact. Similarly, if the Section 106 process results in a determination that the resource may meet National Register criteria when it becomes 50 years old in 2002, the North Beach Place Housing Project would then be “deemed significant” per CEQA Section 21084.1 and its demolition would be a significant impact. A mitigation measure to reduce (but not eliminate) this significant impact to historic architectural resources is included in Chapter IV.

General traffic growth in the area would result in a significant cumulative traffic impact at the Bay/Taylor Streets intersection by 2015. Traffic operations would degrade from LOS D to LOS E at this intersection. The proposed project would contribute approximately 19 percent of the cumulative growth. Chapter IV, Mitigation Measures, identifies a measure that could be implemented by the Department of Parking and Traffic to remove two to three parking spaces on the western curb of Taylor Street, just north of Bay Street to allow the creation of a second approach lane for Taylor Street. This lane addition would improve the operations at

the intersection to LOS B, and would avoid this significant impact on LOS; however, this mitigation measure is not within the jurisdiction of the Planning Department. The Department of Parking and Traffic has reviewed this measure and has not objected to its implementation; however, if this measure were not implemented by the Department of Parking and Traffic, a significant cumulative impact would occur.



## VI. ALTERNATIVES TO THE PROPOSED PROJECT

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This chapter identifies alternatives to the proposed project and discusses environmental impacts associated with these alternatives. The project decision-makers could approve an alternative instead of the proposed project, if that alternative would reduce or eliminate significant impacts of the project and is determined feasible. The determination of feasibility will be made by project decision-makers on the basis of substantial evidence in the record, which shall include, but not be limited to, information presented in the EIR and in comments received on the Draft EIR.

Alternatives were selected that would reduce identified impacts of the proposed project; however, none of the alternatives would meet all or most of the project sponsors' objectives. The following alternatives were identified in the Initial Study, p. A.37, and are evaluated in this chapter: a No-Project Alternative and a Preservation/Rehabilitation Alternative. As discussed in Section III.B, Architectural Resources, demolition of the existing North Beach Housing buildings would constitute a significant impact in the event the existing North Beach Housing buildings are formally determined to be potentially eligible for the National Register.

No alternative sites have been identified within San Francisco where the project could be constructed, and the project sponsor's objectives could be met. The proposed project would use federal funding awarded through the HOPE VI program, which aims to revitalize public residential developments and reintegrate them into the community fabric through public/private partnerships. HOPE VI funds must be used on existing public housing sites. The San Francisco Housing Authority proposes to replace the North Beach Housing Project instead of another public housing development in San Francisco because of the poor and dangerous conditions of the existing buildings, which have been partially vacated. Furthermore, the San Francisco Housing Authority owns and controls the entire project site, making it a feasible location for implementing a large-scale, mixed-use/mixed-income public housing development.

CEQA requires the identification of the environmentally superior alternative in an EIR.

Whether or not the existing North Beach Housing buildings are determined to be an historical resource, the Preservation/Rehabilitation Alternative, Alternative B, would be the environmentally superior alternative.

## **A. ALTERNATIVE A: NO PROJECT**

### **DESCRIPTION**

The No-Project Alternative would entail no change to the site. The proposed project — to replace the existing North Beach Housing buildings with 360 units of affordable housing, a child-care center, a computer learning center, ground-floor retail use, and associated parking — would not be built. The existing 13 three- and four-story buildings, containing 229 low-income rental units, child-care facilities, a computer learning center and 91 parking spaces, would not be demolished and none of the existing architectural features would be altered.

### **IMPACTS**

If the No-Project Alternative were implemented, none of the potential impacts associated with the proposed project would occur. The environmental characteristics of this alternative would be generally as described in the environmental setting sections in Chapter III and the Initial Study (see Appendix A, p. A.1). The existing 13 buildings would not be demolished, and existing land uses, site views, architectural resources, and shadow and wind conditions would not change. Future transportation conditions described as base conditions with cumulative development (see Section III.C, Transportation) would occur, but without the proposed project. This alternative would not meet the Housing Authority's goal to develop a revitalization plan that would replace the existing public residential development on the project site with a mixed-income/mixed-use development, with assistance from the federal HOPE VI program.

As noted in Section III.B, Architectural Resources, the existing buildings are in poor condition, and some buildings are uninhabitable. The East Block has been vacated, with residents relocated to other housing throughout San Francisco. In the No-Project Alternative, the existing buildings on the east and west blocks would likely further deteriorate. Current problems with security, privacy, open space, and poor design would remain.<sup>1</sup> Buildings on the east block would remain uninhabitable, and existing residents on the west block would be exposed to increasingly dangerous conditions as the buildings fall into further decline, potentially requiring future evacuation and the loss of additional affordable housing units. However, under the No-Project Alternative, the buildings would not be demolished and the significant impacts to historic resources would be avoided in the event the buildings were determined to be eligible for the National Register.

A No-Project Alternative would also cause the San Francisco Housing Authority to forfeit use of its HOPE VI funding, awarded by the Department of Housing and Urban Development for the purpose of revitalizing the North Beach Housing Project. The loss of federal funding would limit the Housing Authority's ability to revitalize and increase the supply of affordable housing in San Francisco.

## **B. ALTERNATIVE B: PRESERVATION/REHABILITATION OF EXISTING BUILDINGS**

### **DESCRIPTION**

Alternative B, Preservation/Rehabilitation of Existing Buildings, would preserve the North Beach Housing buildings in accordance with the *Secretary of the Interior's Standards for the Treatment of Historic Properties and Guidelines for Preserving, Rehabilitating, Restoring and Reconstructing Historic Buildings* (the *Standards*). The *Standards* are the primary document used by a broad range of government entities and private sector organizations to plan and evaluate the treatment of historic buildings. The introduction to the *Standards* states that they are "neither technical nor prescriptive, but are intended to promote responsible preservation practices.... For example, they cannot, in and of themselves, be used to make essential



decisions about which features of the historic building should be saved and which can be changed.” In other words, the *Standards* provide a framework, and are intended as a planning and guidance tool.

Alternative B, which would retain the defining exterior characteristics of the existing buildings, would be considered generally consistent with the *Standards*. This alternative would preserve the exterior of the buildings while substantially upgrading the interiors to conform with current seismic, life safety and other building code requirements for residential use. The Preservation/Rehabilitation Alternative would preserve the defining exterior characteristics of the existing buildings, including the tall chimneys, circular cut-outs in the concrete privacy wall, continuous balconies which weave in and out at the mechanical recesses, the staircases facing the courtyard at 650 Francisco Street, restored original landscaping, the use of ground-floor columns, and the murals facing Francisco Street.

## IMPACTS

The Preservation/Rehabilitation Alternative would retain and restore important exterior architectural features and would avoid the proposed project’s potentially significant impact to historic resources associated with demolition of the existing buildings. As discussed in Section III.B, Architectural Resources, if the North Beach Housing Project buildings were determined to be potentially eligible for the National Register of Historic Places and thus considered significant historical resources, their demolition would be considered a significant impact for the purposes of CEQA.

The Preservation/Rehabilitation Alternative would rehabilitate 229 units in the existing buildings, whereas the proposed project would develop 360 new units. Alternative B would thus not add 131 additional affordable units to San Francisco’s housing stock, which would otherwise be added through the proposed project. Compared to the proposed project, the Preservation/Rehabilitation Alternative would also reduce the types and the intensity of uses at the site. There would not be new child-care facilities, community space, additional housing units, a senior center, ground-floor retail, or below-grade garage parking for 404 cars.

Accordingly, Alternative B would reduce the transportation impacts associated with the proposed project. As with the proposed project, Alternative B would not have significant adverse impacts on traffic, parking, transit, pedestrian and freight loading conditions. Existing Plus Project transportation effects under Alternative B would be more than under the existing conditions because this alternative would rehabilitate units on the eastern block that are currently vacant. Therefore, the Existing Plus Project impacts associated with Alternative B would be between those identified under the existing conditions and the proposed project. The other environmental characteristics of this alternative would be generally as described in the environmental setting sections in Chapter III and the Initial Study (see Appendix A, p. A.1). The existing 13 buildings would not be demolished, and existing land uses, site views, and shadow and wind conditions would not change.

As with the No-Project Alternative, the Preservation/Rehabilitation Alternative would not meet the Housing Authority's goal to replace the existing public housing on the project site with a mixed-income/mixed-use development. Alternative B would instead preserve the inherent architectural design and arrangement of the existing buildings, characterized as having security, privacy and open space problems, units which are small and poorly designed, and small and inadequate windows resulting in poor ventilation and excessive mildew.<sup>2</sup> While the Preservation/Rehabilitation Alternative would substantially upgrade the interior of the buildings, existing floor plans, window patterns and other features are considered by the Housing Authority to limit the upgrade potential.

The Preservation/Rehabilitation Alternative was previously explored by the Housing Authority, prior to submitting its application for HOPE VI funds. During that time, the Housing Authority determined that residents generally preferred that the buildings be demolished and rebuilt, rather than preserved and rehabilitated. While not an environmental issue, the Housing Authority also found that the existing infrastructure was in such poor condition that rehabilitation costs would be prohibitive, making it more cost effective to demolish and rebuild the residential development using HOPE VI funding and federal tax credits. With federal funding, the Housing Authority planned to develop a mixed-income/mixed-use project to include additional housing units, ground-floor retail, community

facilities including a new day care and senior center, and underground parking. The Housing Authority found that the substantial costs to preserve and rehabilitate the existing buildings, coupled with the potential for federal funding, eliminated this approach in favor of developing a new mixed-income/mixed-use affordable residential development.<sup>3</sup>

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#### NOTES: Alternatives

- <sup>1</sup> Barbara Taylor Smith, Housing Development Administrator, San Francisco Housing Authority, letter to Daniel Abeyta, Acting State Historic Preservation Officer, June 30, 2000. This letter is on file and available for public review at the Planning Department, 1660 Mission Street, San Francisco.
- <sup>2</sup> Barbara Taylor Smith, Housing Development Administrator, San Francisco Housing Authority, letter to Daniel Abeyta, Acting State Historic Preservation Officer, June 30, 2000. This letter is on file and available for public review at the Planning Department, 1660 Mission Street, San Francisco.
- <sup>3</sup> The Housing Authority's exploration of a Preservation/Rehabilitation Alternative is documented in the following reports: San Francisco Housing Authority, *North Beach Modernization Study. A Review of Options to Improve the Existing Buildings*, Volumes 1-4, July 1997 (Vol. 1: San Francisco Housing Authority, *Design Principles and Priorities: Options Developed in Response to a Survey of North Beach Residents*, July 1997; Vol. 2: Fisher-Friedman Associates AIA/Miller Simmons Design Group, *Existing Physical Conditions and Recommended Improvements*, July 1997; Vol. 3: Sedway Group, *Resident Economic Opportunity Plan: Programs Promoting Self-Sufficiency*, July 1997; Vol. 4: San Francisco Housing Authority, *Financial Analysis of the Modernization Option*, July 1997); Kaplan/McLaughlin/Diaz, *Planning Process and Design Alternatives for North Beach Place*, August 1993; John Graham Associates/DLR Group, *Comprehensive Plan for Physical Improvements*, October 1991. These reports are on file and available for public review at the Planning Department, 1660 Mission Street, San Francisco.



## VII. DRAFT EIR DISTRIBUTION LIST

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Copies of this Draft EIR or notices of its availability and Draft EIR hearing were mailed or delivered to the following public agencies, organizations, and individuals.

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## **LIBRARIES**

Stanford University Libraries  
Jonsson Library of Government Documents  
State & Local Documents Division  
Stanford, CA 94305

Institution of Government Studies  
109 Moses Hall  
University of California  
Berkeley, CA 94720

Hastings College of the Law - Library  
200 McAllister Street  
San Francisco, CA 94102-4978

Government Publications Department  
San Francisco State University  
1630 Holloway Avenue  
San Francisco, CA 94132

Kate Wingerson  
Government Documents  
San Francisco Main Library - Civic Center  
100 Larkin Street  
San Francisco, CA 94102

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P.O. Box 6149  
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### **PROJECT AREA TENANTS AND OWNERS**

Tenants and other property owners in the project area, approximately 400 parties, were sent notices of availability of the Draft EIR and Draft EIR public hearing. A complete copy of the distribution listing is available in the Planning Department office at 1660 Mission Street, as part of File No. 2000.173E.

## VIII. REPORT PREPARERS; ORGANIZATIONS AND INDIVIDUALS CONSULTED

---

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San Francisco, California 94103

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| Transportation Planner:       | Rana Ahmadi         |

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Project Manager:

Fred Powell

## **APPENDIX A. INITIAL STUDY/EIR REQUIREMENT**

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**NOTICE THAT AN  
ENVIRONMENTAL IMPACT REPORT  
IS DETERMINED TO BE REQUIRED**

**Date of this Notice:** January 27, 2001  
(Revised March 10, 2001. Changes indicated with underlining.)

**Lead Agency:** Planning Department, City and County of San Francisco  
1660 Mission Street, 5th Floor, San Francisco, CA 94103-2414  
**Agency Contact Person:** Rana Ahmadi **Telephone:** (415) 558-5966

**Project Title:** 2000.173E, North Beach HOPE VI Housing Redevelopment Project  
**Project Sponsor:** North Beach Development Associates  
**Project Contact Person:** Jeffrey Loustau  
**Telephone:** (415) 989-1111

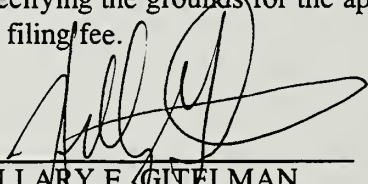
**Project Address:** 400-499 Bay Street, 500-590 Bay Street, and 400-500 Francisco Street  
**Assessor's Block(s) and Lot(s):** 42 / 1 and 43 / 1  
**City and County:** San Francisco

**Project Description:** The proposed project would demolish the existing 229-unit North Beach Housing Project buildings to construct a new affordable housing development with 360 units, a child-care center for up to 38 children, a computer learning center, ground-floor retail use, and associated parking. The proposed project would include about 535,000 sq. ft. of residential use, about 3,300 sq. ft. for the child-care center, about 8,000 sq. ft. for the computer learning center and other community space, and about 37,000 sq. ft. for ground-floor retail space and possibly an additional 11,000 sq. ft. of ground-floor commercial office space. The proposed project would include one level of below-grade parking, totaling 404 spaces. The east and west blocks would contain ~~117~~ 183 and 221 parking stalls, respectively; this would include 66 retail parking spaces and 338 spaces for residential parking. Parking access would be from driveways on Mason Street and Francisco Street.

**THIS PROJECT MAY HAVE A SIGNIFICANT EFFECT ON THE ENVIRONMENT AND AN ENVIRONMENTAL IMPACT REPORT IS REQUIRED.** This determination is based upon the criteria of the Guidelines of the State Secretary for Resources, Section 15063 (Initial Study), 15064 (Determining Significant Effect), and 15065 (Mandatory Findings of Significance), and the following reasons, as documented in the Environmental Evaluation (Initial Study) for the project, which is attached.

**Deadline for Filing of an Appeal to the City Planning Commission of this Determination that an EIR is required:** February 26, 2001 at 5:00 p.m.

An appeal requires:     1) a letter specifying the grounds for the appeal; and,  
                                  2) a \$209.00 filing fee.

  
\_\_\_\_\_  
HILLARY E. GITEMAN  
Environmental Review Officer  
Planning Department



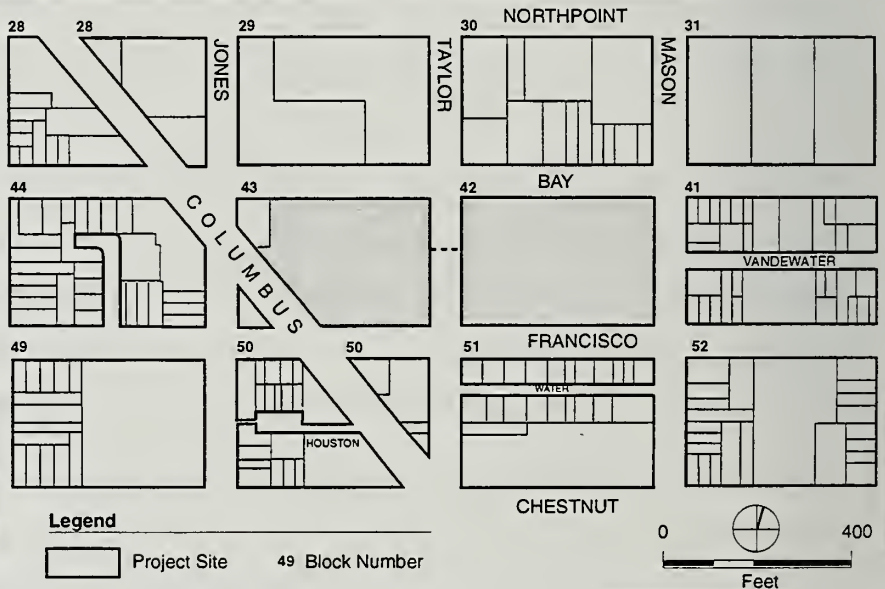
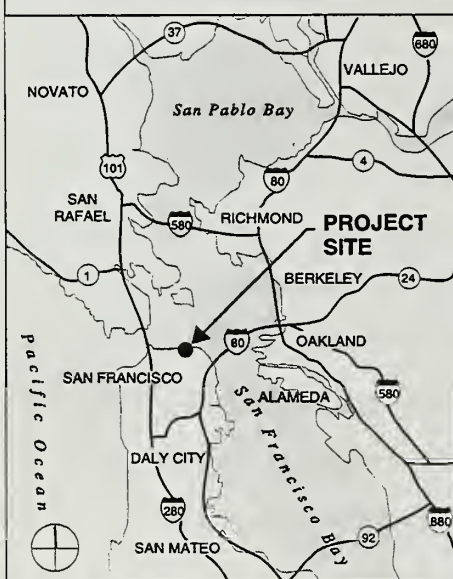
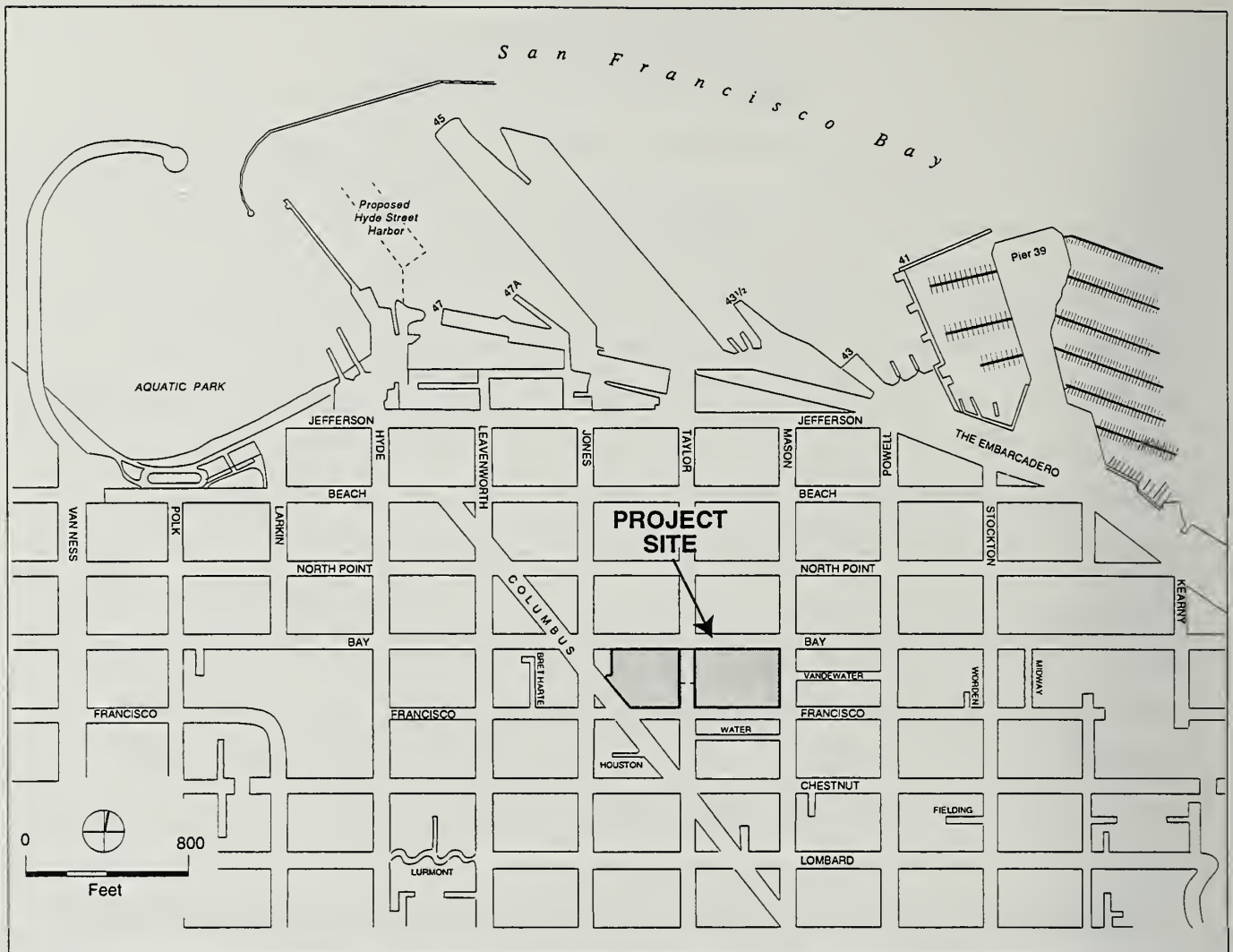
**NORTH BEACH HOPE VI HOUSING REDEVELOPMENT  
INITIAL STUDY  
2000.173E**

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**I. PROJECT DESCRIPTION**

The proposed project would demolish the existing 229-unit North Beach Place Housing Project buildings to construct a new affordable housing development with 360 units, a child-care center for up to 38 children, a computer learning center, ground-floor retail use, and associated parking (see Figure 2). The proposed project would include about 535,000 sq. ft. of residential use, about 3,300 sq. ft. for the child-care center, about 8,000 sq. ft. for the computer learning center and other community space, and about 37,000 sq. ft. for ground-floor retail space and possibly an additional 11,000 sq. ft. of ground-floor commercial office space. The proposed project would include one level of below-grade parking, totaling 404 spaces (see Figure 3). The east and west blocks would contain 183 and 221 parking stalls, respectively; this would include 66 retail parking spaces and 338 spaces for residential parking. Parking access would be from driveways on Mason Street and Francisco Street.

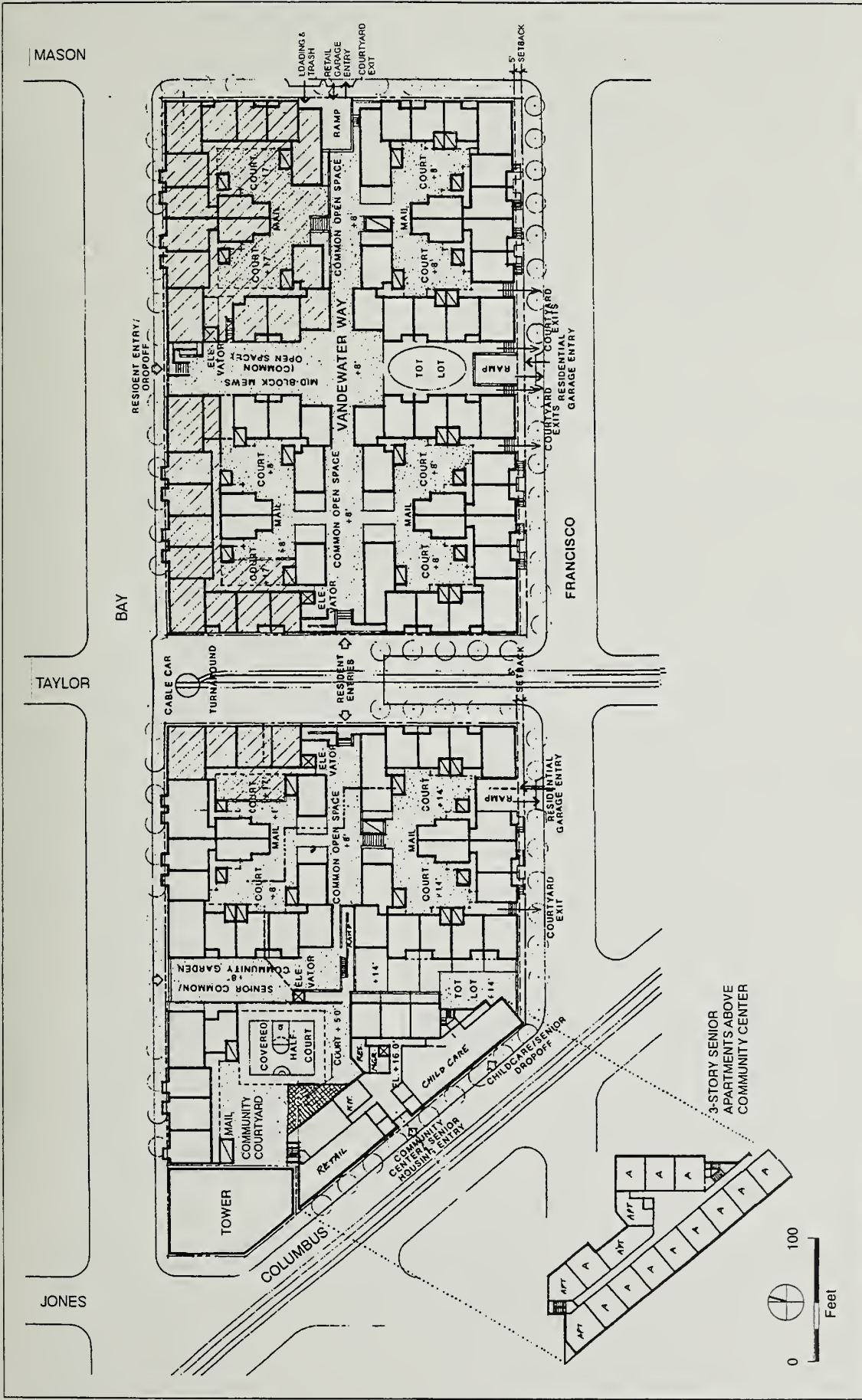
The North Beach HOPE VI Housing Redevelopment project site lies in the Fisherman's Wharf area at the juncture of the Russian Hill, North Beach and Telegraph Hill Neighborhoods. The proposed project would occupy the entire block between Bay Street, Mason Street, Francisco Street, and Taylor Street, and approximately two acres of the block bounded by Taylor Street, Francisco Street, Columbus Avenue, and Bay Street, as seen in Figure 1. The surrounding land uses are primarily residential and commercial. In the immediate site vicinity are single-family residential buildings, multi-family residential buildings, and commercial/retail uses including a Safeway supermarket and Cost Plus on Bay Street, and the Tower Records Classical Annex on Columbus Avenue at Bay Street. The approximately 4.5-acre site is on a slope which ranges up from about 22 feet above San Francisco Datum at the southwest corner of the parcel at Francisco Street and Columbus Avenue to approximately 10 feet on the northeast corner of the parcel at Bay and Mason Streets.



SOURCE: EIP Associates



**NORTH BEACH HOPE VI REDEVELOPMENT**  
**FIGURE 1: PROJECT LOCATION**

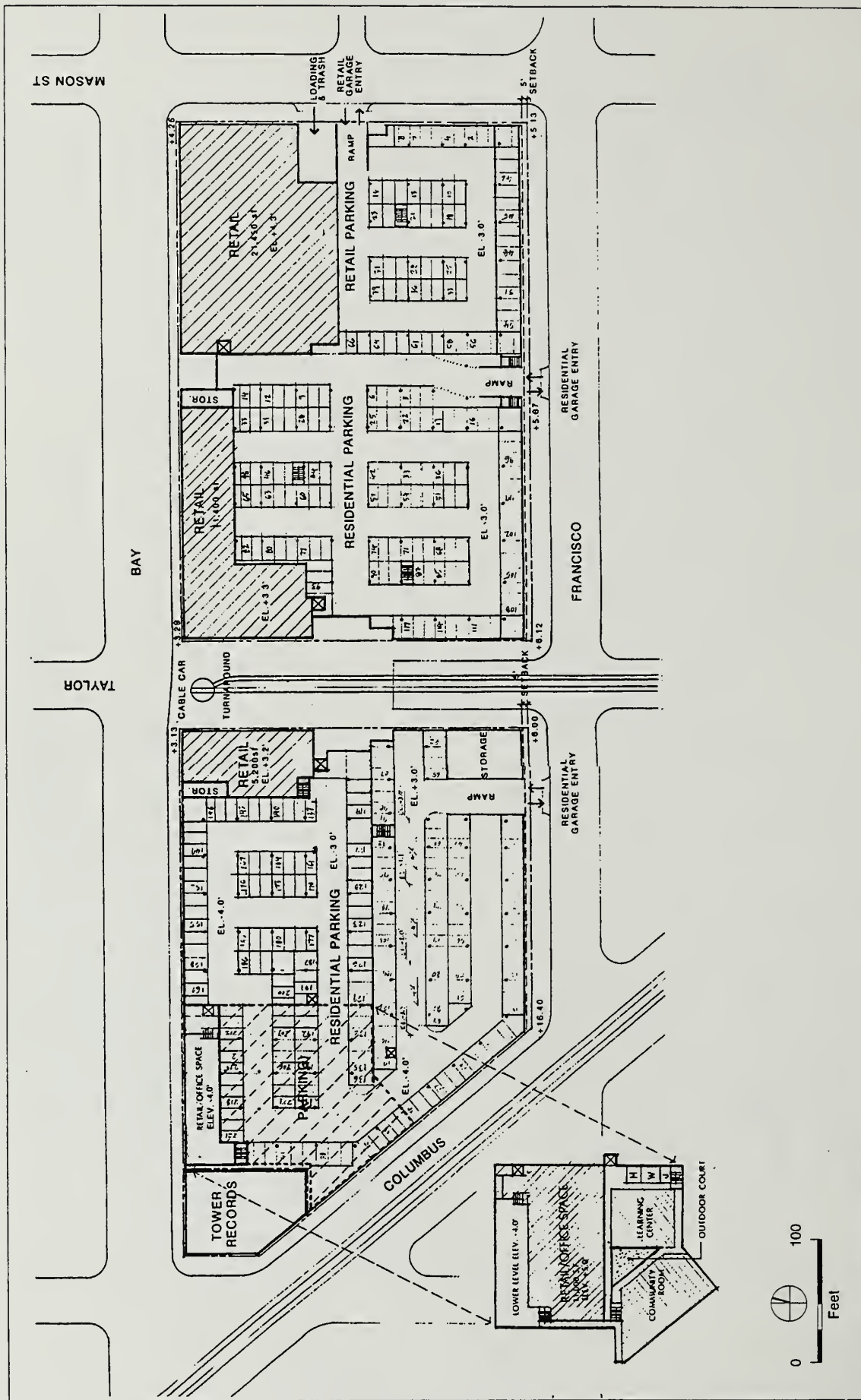


EHP


NORTH BEACH HOPE VI REDEVELOPMENT  
FIGURE 2: PODIUM PLAN

SOURCE: Fisher Friedman Associates





SOURCE: Fisher Friedman Associates

  
 NORTH BEACH HOPE VI REDEVELOPMENT  
 FIGURE 3: GARAGE PLAN

The approximately 200,000-square-foot site includes all of Assessor's Block 42 and Lot 1 in Assessor's Block 43 (see Figure 1). The site is occupied by 13 three- and four-story buildings owned by the San Francisco Housing Authority and contains 229 low-income rental units, child-care facilities for 38 children, a computer learning center and parking. The frontage of the buildings is oriented along Bay Street. Primary pedestrian entrances to the site are located at mid-block on either side of Taylor Street, which separates the two blocks of the site, and along Bay Street. Open space with limited landscaping and playground areas at the site are oriented along Francisco Street. One driveway on Francisco Street, between Columbus Avenue and Taylor Street, and two entrances on Francisco Street, between Mason and Taylor Streets, provide access to 91 on-site residential surface parking spaces. The east block of the existing North Beach Place Housing Project has been vacated, with residents relocated to other housing facilities throughout San Francisco; the west block is occupied by approximately 250 to 300 residents. The existing North Beach Place Housing Project was built in 1952, and was designed by architects Ernest Born and Henry Gutterson.

The San Francisco Housing Authority, owner of the proposed project site, was awarded a grant of federal funds under the Department of Housing and Urban Development's HOPE VI program in 1996. The HOPE VI program aims to revitalize public housing projects using partnerships of private and non-profit housing developers and managers to reintegrate public housing into the community fabric. North Beach Development Associates, a team formed by BRIDGE Housing Corporation including BRIDGE, The John Stewart Company and Em Johnson Interest, Inc., was selected from a Request for Proposal process by the Housing Authority in 1998 to develop a revitalization plan that would replace the existing public housing on the project site with a mixed-income/mixed-use development. The proposed project would use HOPE VI funding to provide 151 one-bedroom, 91 two-bedroom, 68 three-bedroom, and 50 four-bedroom residential units featuring public housing and affordable tax credit housing.

The proposed project would be designed with an architectural character intended to reflect the scale and style of residential and commercial structures in the surrounding neighborhood.

Buildings would be arranged around central courtyards for residents and an outdoor play area for the child-care center. Maximum height of the buildings would be 40 feet (see Figure 4 and Figure 5).

Project construction would involve two phases, with each phase taking approximately 18 to 20 months. First, project construction involving the east block would occur, including demolition and construction of the new east block, with occupancy of the new east block planned for February 2003. Then, demolition and construction would begin on the west block. The project architect is Fisher Friedman Associates, working in association with Powell & Partners Architects.

The proposed project would require demolition and building permits from the Department of Building Inspection. The proposed project would require authorization from the Planning Commission ~~and the Board of Supervisors for zoning reclassification~~ Conditional Use – Planned Unit Development to permit neighborhood serving commercial office uses. The project site is within the RM-3 zoning district (Residential, Mixed Districts, Medium Density) and the 40-X Height and Bulk District.

## II. SUMMARY OF POTENTIAL ENVIRONMENTAL EFFECTS

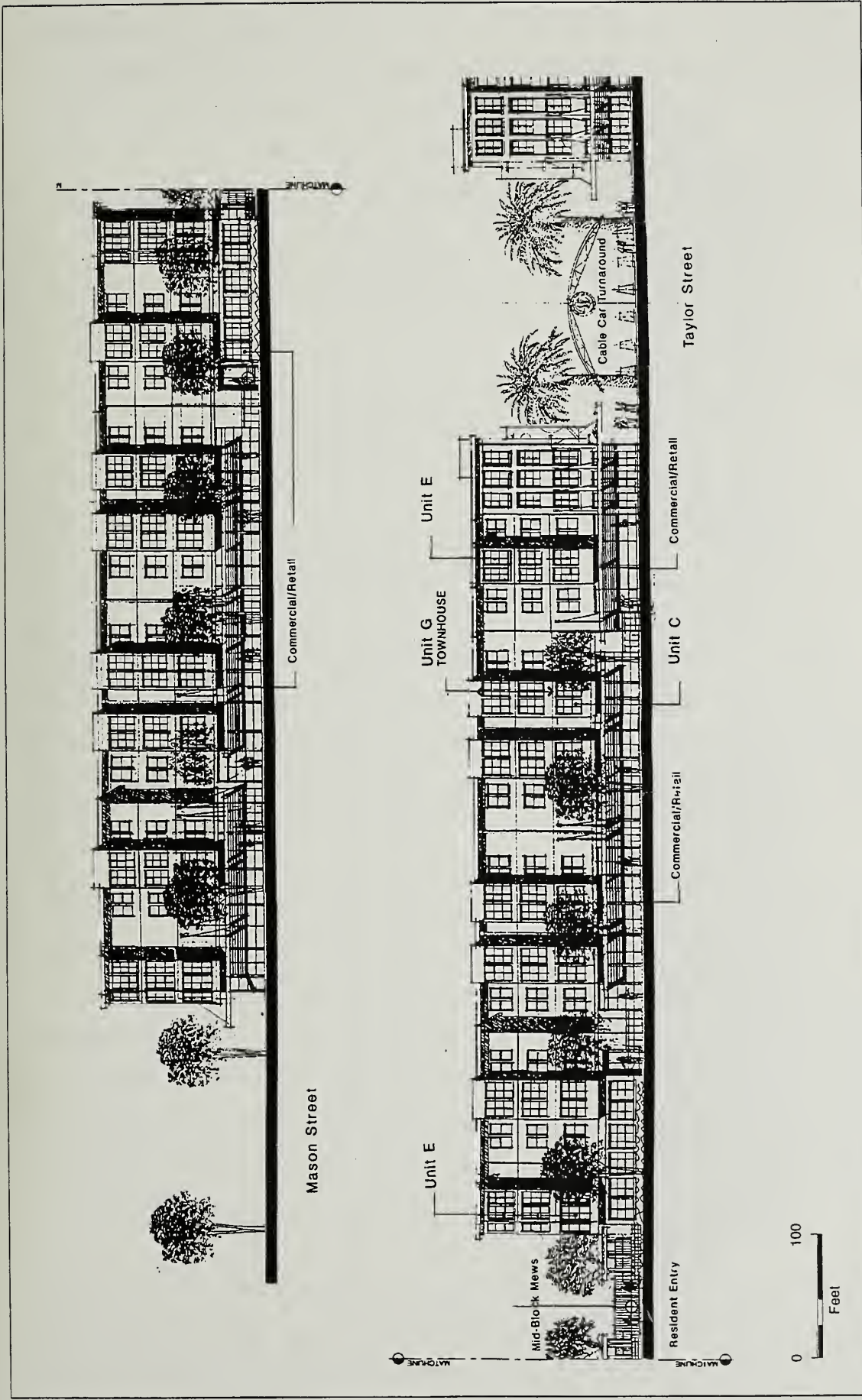
### A. EFFECTS FOUND TO BE POTENTIALLY SIGNIFICANT

This Initial Study examines the North Beach HOPE VI Housing Redevelopment project to identify its potential effects on the environment. Project-specific effects that relate to transportation and historic architectural resources may be significant and will be analyzed in the Environmental Impact Report (EIR).

### B. EFFECTS FOUND NOT TO BE SIGNIFICANT

The following effects of the proposed North Beach HOPE VI Housing Redevelopment project have been determined to be less than significant or to be mitigated through measures included in the proposed project: land use, aesthetics, noise, air quality, wind, shadows, utilities/public



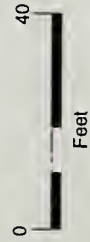
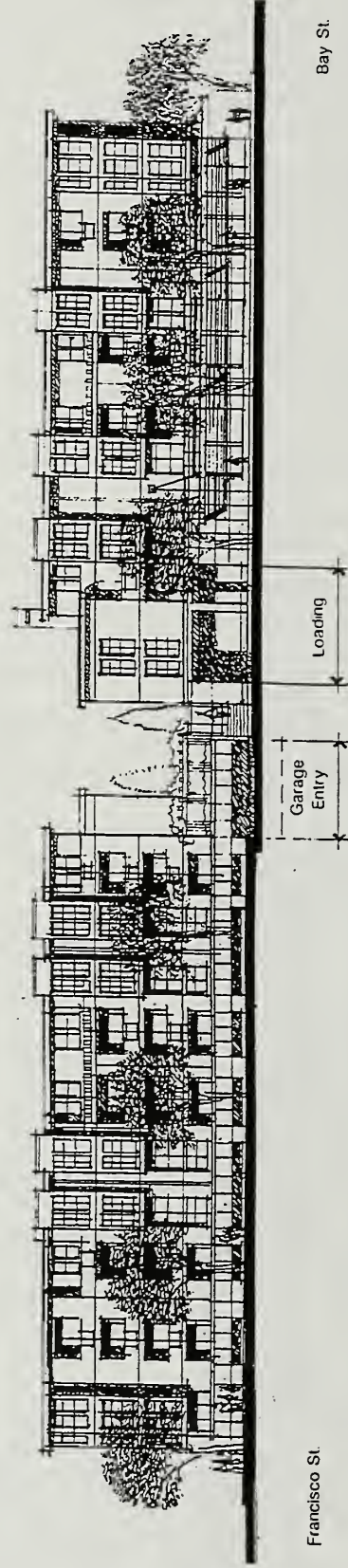


SOURCE: Fisher Friedman Associates

EIP

NORTH BEACH HOPE VI REDEVELOPMENT

FIGURE 4: BAY STREET ELEVATION



SOURCE: Fisher Friedman Associates

EIP

NORTH BEACH HOPE VI REDEVELOPMENT  
FIGURE 5: MASON STREET ELEVATION

services, biology, geology/topography, water, energy/natural resources, hazards, and archaeological resources. These issues are discussed below and require no further analysis in the EIR; however, land use will be discussed in the EIR for informational purposes.

### III. ENVIRONMENTAL EVALUATION CHECKLIST AND DISCUSSION

#### A. COMPATIBILITY WITH EXISTING ZONING AND PLANS

|  | <u>Not Applicable</u> | <u>Discussed</u> |
|--|-----------------------|------------------|
| 1. Discuss any variances, special authorizations, changes proposed to the City Planning Code or Zoning Map, if applicable. | ___                   | <u>X</u>         |
| 2. Discuss any conflicts with any other adopted environmental plans and goals of the City or Region, if applicable.        | <u>X</u>              | ___              |

The North Beach HOPE VI Housing Redevelopment project would require review by the Planning Commission in context of the *San Francisco General Plan* and other relevant plans. Applicable Area Plans and Elements of the *General Plan* include the Residence Element and the Urban Design Element. If the proposed project, on balance, were to have substantial conflicts with *General Plan* objectives and policies, it could not be approved.

The project site is located in the RM-3 (Residential, Mixed Districts, Medium Density) District and 40-X Height and Bulk District. The proposed residential and child-care uses of the site are consistent with existing uses. The proposed project would require authorization from the Planning Commission ~~and the Board of Supervisors for zoning reclassification from RM-3 (Residential) to NCD (North Beach Neighborhood Commercial District) or C-2 (Commercial) Conditional Use – Planned Unit Development~~ to permit neighborhood serving commercial office uses. The proposed project's buildings, at three to four stories high, would be consistent with the existing 40-X Height and Bulk District.

Environmental plans and policies are those, like the Bay Area Air Quality Plan, which directly address environmental issues and/or contain targets or standards which must be met in order to preserve or improve characteristics of the City's physical environment. The current proposed



project would not obviously or substantially conflict with any such adopted environmental plan or policy.

The City's *General Plan*, which provides general policies and objectives to guide land use decisions, contains some policies which relate to physical environmental issues. The current proposed project would not obviously or substantially conflict with the General Plan. In general, potential conflicts with the General Plan are considered by decision makers independently of the environmental review process, as part of the decision whether to approve or disapprove a proposed project. Any potential conflict not identified here could be considered in that context, and would not alter the physical environmental effects of the proposed project.

In November 1986, the voters of San Francisco approved Proposition M, the Accountable Planning Initiative, which added Section 101.1 to the City Planning Code to establish eight Priority Policies. These policies are: preservation and enhancement of neighborhood-serving retail uses; protection of neighborhood character; preservation and enhancement of affordable housing; discouragement of commuter automobiles; protection of industrial and service land uses from commercial office development and enhancement of resident employment and business ownership; maximization of earthquake preparedness; landmark and historic building preservation; and protection of open space. Prior to issuing a permit for any project which requires an Initial Study under CEQA, and prior to issuing a permit for any demolition, conversion, or change of use, and prior to taking any action which requires a finding of consistency with the *General Plan*, the City is required to find that the proposed project or legislation is consistent with the Priority Policies.

## B. ENVIRONMENTAL EFFECTS

Except for the categories of transportation and historic architectural resources as noted above, all items on the Initial Study checklist incorporated herein have been checked "No," indicating that, upon evaluation, staff has determined that the proposed project could not have a significant adverse effect in those areas. Several checklist items have also been checked "Discussed," indicating that the text includes discussion of that particular issue. For all of the

items checked "No" without discussion, the conclusions regarding potential adverse environmental effects are based on field observation, staff and consultant experience on similar projects, and/or standard reference materials available within the Planning Department such as the Department's Transportation Guidelines for Environmental Review, or the California Natural Diversity Data Base and maps, published by the California Department of Fish and Game. For each checklist item, the evaluation has considered the impacts of the proposed project both individually and cumulatively.

| 1. <u>Land Use</u> - Would the project:                                     | <u>Yes</u> | <u>No</u> | <u>Discussed</u> |
|---|------------|-----------|------------------|
| a. Disrupt or divide the physical arrangement of an established community?  | ___        | <u>X</u>  | <u>X</u>         |
| b. Have any substantial impact upon the existing character of the vicinity? | ___        | <u>X</u>  | <u>X</u>         |

As noted in the project description, the approximately 4.5-acre project site includes the two blocks bounded by Bay, Mason, and Francisco Streets, and Columbus Avenue and separated by Taylor Street. The proposed project would occupy the entire block between Bay Street, Mason Street, Francisco Street, and Taylor Street, and approximately two acres of the block bounded by Taylor Street, Francisco Street, Columbus Avenue, and Bay Street. The Powell-Mason Cable Car Turnaround is located on Taylor Street between the two blocks and will continue to function at that location. The project site fronts Bay Street east of Columbus Avenue. Columbus Avenue, at the western boundary of the project site, is designated as a Primary Transit Preferential Street, a Citywide Bicycle Route, a Citywide Pedestrian Network Street, and as a Neighborhood Commercial Street in the *San Francisco General Plan*. The three- and four-story North Beach Place Housing Project buildings are arranged in U-configurations around parking and courtyards that are open to the south and front Bay Street to the north. Directly facing the site on the north, east and south are two- and three-story residential buildings with ground-floor retail uses. A retail plaza including Cost Plus and a Safeway supermarket is northeast of the project site across Bay Street. The Tower Records Classical Annex occupies the southeast corner of Columbus Avenue and Bay Street. Other

uses in the project vicinity include the San Francisco Municipal (MUNI) Railway Kirkland Bus Yard, the Powell-Mason Cable Car Line, and the North Point Water Pollution Control Plant. The 30-Stockton MUNI line runs along Columbus Avenue.

The project site is located among the commercial and residential areas to the north, east and west and the two- and three-story residential area to the south. The proposed project would replace 13 three-story buildings including 229 residential units with approximately 180,000 square feet, child-care facilities, surface parking for 91 cars, and approximately 2,400 square feet of open space with 360 residential units, new child-care facilities, community space, a senior center, ground-floor retail, and below-grade garage parking for 404 cars in 14 buildings with a total area of about 756,300 sq. ft. The three- and four-story buildings of the proposed project would be generally consistent with the density, height and scale of surrounding residential uses. In addition, the proposed project would be generally consistent with the mixed-use and commercial areas of Fisherman's Wharf and North Beach, which are located within three blocks around the site. Overall, the proposed project's residential, child-care, and retail uses would be consistent with existing residential and retail land uses in the vicinity and would not have a substantial adverse effect on land use, nor would it disrupt or divide the physical arrangement of an established community.

Land use will be discussed in the EIR for informational purposes.

| 2. <u>Visual Quality</u> - Would the project:   | <u>Yes</u> | <u>No</u> | <u>Discussed</u> |
|---|------------|-----------|------------------|
| a. Have a substantial, demonstrable negative aesthetic effect?                                | ___        | <u>X</u>  | <u>X</u>         |
| b. Substantially degrade or obstruct any scenic view or vista now observed from public areas? | ___        | <u>X</u>  | <u>X</u>         |
| c. Generate obtrusive light or glare substantially impacting other properties?                | ___        | <u>X</u>  | <u>X</u>         |

The proposed project would include three- to four-story buildings, with a maximum height of 40 feet. The buildings would replace the existing three- to four-story buildings on the site and



would be about the same height as the residential uses, ranging from three to four stories or about 30 to 40 feet tall, to the north, east and south. To the north, the Safeway store, Safeway signage on Bay Street, and the Tower Records Annex are retail structures that are of a similar or larger scale compared to the proposed project. The proposed project would incorporate materials, fenestration, colors, textures, roof forms, and a vertical emphasis that are present in the neighboring residential buildings intended to be compatible with the residential and commercial character of the surrounding neighborhood.

Placement of the proposed buildings on the site would not substantially alter the existing density of development occupying the site; however, the project would introduce an increase in density to residential uses built out to the street wall along Francisco Street. This pattern would be similar to existing residential development on Mason Street and Francisco Street.

The proposed buildings would be visible from nearby locations on Bay, Mason, and Francisco Streets, as well as from Columbus Avenue. Limited views of the buildings would be available from the nearby locations in the Russian Hill, North Beach and Telegraph Hill neighborhoods that face the project site. From other locations along Bay Street and Columbus Avenue, views of the proposed project would be partially blocked by other existing commercial and residential buildings. The proposed project would be partially visible from longer-range viewpoints such as Telegraph Hill, as part of overall views of the Fisherman's Wharf area.

Because the height of the new buildings would be similar to that of the existing development on the project site and in the project area, and because of the presence of intervening buildings, the proposed buildings would not introduce a new element to the City's skyline and would not substantially alter views. The proposed project would not degrade scenic views of the San Francisco Bay or other public areas, and would not have a substantial, demonstrable negative aesthetic effect. Therefore, visual quality will not be discussed in the EIR.

Existing light associated with nighttime use of the site has been reduced from previous levels of on-site use due to vacation of the entire east block of the North Beach Place Housing Project since 1999. Additional outdoor and security lighting would be introduced by the proposed project but would not significantly affect surrounding properties. New lighting would include

fixtures at the building entrances and other locations for safety and security. The proposed project would comply with City Planning Commission Resolution 9212, which prohibits the use of mirrored or reflective glass. Therefore, mirrored glass would not be used, and the building would not result in glare affecting other properties.

| 3. <u>Population</u> - Would the project:   | <u>Yes</u> | <u>No</u> | <u>Discussed</u> |
|---|------------|-----------|------------------|
| a. Induce substantial growth or concentration of population?  | ___        | <u>X</u>  | <u>X</u>         |
| b. Displace a large number of people (involving either housing or employment)?                                      | ___        | <u>X</u>  | <u>X</u>         |
| c. Create a substantial demand for additional housing in San Francisco, or substantially reduce the housing supply? | ___        | <u>X</u>  | ___              |

The proposed project would demolish 13 buildings comprising approximately 180,000 square feet of residential uses (229 units) and construct approximately 756,300 square feet of residential, child-care, community space, a senior center, and retail uses. The development of 360 affordable housing units would result in an onsite population of about 1,150 people.<sup>1</sup> About seven San Francisco Housing Authority employees are associated with the existing North Beach Place Housing Project buildings; these employees would be relocated to other sites. Child-care facilities for 38 children currently occupy the site and would be replaced by a new child-care center. The number of day-care children on the site would not increase. The east block of the existing North Beach Place Housing Project has been vacated, with residents relocated to other housing facilities throughout San Francisco; the west block is occupied by approximately 250-300 residents who may remain at the site during construction on the east block to occupy new east block units when completed or be relocated to other housing facilities throughout San Francisco until the new units are completed. (About 750 residents occupied the site when both blocks were in use.) The increase in population at the site, a total of about 850 people more than the current number of residents on site, including about 800 residents and about 50 employees, would not be significant relative to the amount of residents and

employees within the project vicinity; nor would it be significant with regard to expected increases in the population and employment of San Francisco. No significant physical environmental effects on housing demand or population would occur, and these issues require no further analysis in the EIR.

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#### NOTES: Population

1. Total residents is equal to: 1.5 people per 1-bedroom unit x 151 1-bedroom units = 227; 3 people per 2-bedroom unit x 91 2-bedroom units = 273; 4.5 people per 3-bedroom unit x 68 3-bedroom units = 306; and 6 people per 4-bedroom unit x 50 4-bedroom units = 300 for a total of 1,106 residents. Employees associated with the site would equal about 47-52 people: 9 manager and service; 35-40 for the retail employees; and 3 child-care workers.

| 4. <u>Transportation/Circulation</u> - Would the project:  | <u>Yes</u> | <u>No</u> | <u>Discussed</u>        |
|--|------------|-----------|-------------------------|
| a. Cause an increase in traffic which is substantial in relation to the existing traffic load and capacity of the street system?     |            |           | <u>To Be Determined</u> |
| b. Interfere with existing transportation systems, causing substantial alterations to circulation patterns or major traffic hazards? |            |           | <u>To Be Determined</u> |
| c. Cause a substantial increase in transit demand which cannot be accommodated by existing or proposed transit capacity?             |            |           | <u>To Be Determined</u> |
| d. Cause a substantial increase in parking demand which cannot be accommodated by existing parking facilities?                       |            |           | <u>To Be Determined</u> |

Increased residential uses, community space, a senior center, and retail uses at the project site would place increased demands on the local transportation system. The EIR will discuss proposed project effects related to traffic, parking, passenger loading, freight loading, transit, pedestrian, bicycle, and construction impacts.

The analysis will take into account safety issues associated with the location and drop-off zone of the child-care center, community space and senior center, as well as loading and parking for proposed retail uses.



| 5. <u>Noise</u> - Would the project:                                    | <u>Yes</u> | <u>No</u> | <u>Discussed</u> |
|---|------------|-----------|------------------|
| a. Increase substantially the ambient noise levels for adjoining areas? | ___        | <u>X</u>  | <u>X</u>         |
| b. Violate Title 24 Noise Insulation Standards, if applicable?          | ___        | <u>X</u>  | <u>X</u>         |
| c. Be substantially impacted by existing noise levels?                  | ___        | <u>X</u>  | <u>X</u>         |

The vicinity of the proposed project area includes numerous potential sources of noise. The most significant existing source of noise throughout most of San Francisco is traffic. This is true in the proposed project area because of the proximity of Bay Street and Columbus Avenue commercial corridors, the 30-Stockton MUNI line on Columbus Avenue, and the Powell-Mason Cable Car Turnaround on Taylor Street. The nearest sensitive receptors to the proposed project area would be the residential uses located north, east and south of the project site. The southern boundary of the project site and the adjacent residences on Taylor Street receive noise from existing Cable Car operations.

### *Effects on Ambient Noise Levels*

*Construction Noise and Vibration.* Construction activities for the proposed project could potentially include demolition of the existing structures, excavation and hauling, pile driving, erection, and finishing. The construction activities would be temporary and intermittent and would occur at different times through the phases of project construction. Because each building would likely be constructed consecutively, not concurrently, the construction period is anticipated to be about 48 months. Demolition and removal of the existing east block would take about two months. Demolition of the west block would be anticipated to occur approximately 18 to 20 months after demolition of the east block. Approximately three months would be devoted to site preparation including excavation, pile driving, and foundation work for each block. The foundation work and construction of the post-tensioned concrete podium for the parking garage for each building would require approximately four months to complete; this phase would include all underground water and sewer work, electrical and phone service, and elevator work. Demolition and other construction activities such as pile driving would be

likely to cause temporary, substantial increases in noise but would be expected to occur for a duration of less than two months for the entire proposed project.

All demolition and construction activities would be conducted in compliance with the San Francisco Noise Ordinance (Article 29, San Francisco Police Code). The ordinance requires that noise levels from individual pieces of construction equipment other than impact tools, not exceed 80 dBA at a distance of 100 feet from the source. Impact tools, such as jackhammers and impact wrenches, must have both intake and exhaust muffled to the satisfaction of the Director of Public Works. Section 2908 of the Noise Ordinance prohibits construction work between 8:00 p.m. and 7:00 a.m., if noise would exceed the ambient noise level by 5 dBA at the project property line, unless a special permit is authorized by the Director of Public Works. Project demolition and construction would comply with the Noise Ordinance. Compliance with the Noise Ordinance is required by law and would reduce any impacts to a less-than-significant level.

Construction activities for the proposed project would generate ground-borne vibration with the environmental noise discussed above. Vibration impacts caused by construction activities vary depending on source, path, and receiver factors. Pile driving is potentially the greatest source of vibration generated from construction activities. Characteristics of the vibration path, or “path factors,” are the geologic and structural conditions that the vibration could travel through, including the soil type, depth to bedrock, and building type. The building type is also a vibration receiver factor. Vibration generally reduces as it propagates throughout a building, but resonances within the building structure may also amplify the vibration. In the absence of construction equipment type and operational details, site-specific soil vibration data, building design, and receptor location information, the impacts of construction-related vibration which would be caused by construction are difficult to quantify. Because the pile driving activities would be temporary and intermittent, and the project sponsor would require contractors to pre-drill pile holes and schedule pile driving to minimize disturbance to neighbors (see Mitigation Measure 1, p. 35), potential vibration impacts would be reduced to a less-than-significant level.

Based on the above analysis, no further analysis of construction noise or vibration will be presented in the EIR.

*Traffic Noise.* Ambient noise levels in the vicinity of the proposed project are typical of noise levels in urban San Francisco. The ambient noise is dominated by vehicular traffic, including trucks, cars, buses, MUNI Metro streetcars, and emergency vehicles. Generally, traffic must double on adjacent streets in order to produce a noticeable increase in noise levels. Traffic volumes would not double as a result of the proposed project; therefore, substantial increases in traffic noise levels would not be caused by the project. Traffic noise will not be analyzed further in the EIR.

*Building Equipment Noise.* The proposed project could include mechanical equipment, such as air conditioning units, which could produce operational noise. This equipment would be subject to and comply with Section 2909 of the San Francisco Noise Ordinance which limits noise from building operations. Because substantial increases in the ambient noise level due to building equipment noise would not be anticipated, no significant impact would occur. Thus, the EIR will not discuss equipment noise further.

#### *Interior Noise and Existing Noise Levels*

Residential and child-care uses within an interior courtyard would be included with the proposed development. The noise insulation requirements of Title 24 of the California Code of Regulations apply to multiple-family residential occupancies and thus would apply to the residential uses within the proposed project. Adherence to the standards of Title 24 would insulate the interior uses from excessive exterior noise levels. The child-care uses would be insulated from exterior noise with normal interior design. Likewise, the proposed development's interior courtyard would be enclosed by the project buildings and shielded from the exterior noise environment. The project would incorporate noise attenuation features required by the Federal Department of Housing and Urban Development. These features would provide a relatively noise-free environment for the project's residents. The Special Environmental Clearance prepared according to HUD regulations (24 CFR Part 51, Subpart B) specifies the noise mitigations that will be included as part of the project (see Mitigation



Measure 2, p. 35). As such, interior noise and the effect of existing noise levels on the proposed development would not be significant and will not be analyzed further in the EIR.

| 6. <u>Air Quality/Climate</u> - Would the project:  | <u>Yes</u> | <u>No</u> | <u>Discussed</u> |
|---|------------|-----------|------------------|
| a. Violate any ambient air quality standard or contribute substantially to an existing or projected air quality violation?  | ___        | <u>X</u>  | <u>X</u>         |
| b. Expose sensitive receptors to substantial pollutant concentrations?  | ___        | <u>X</u>  | <u>X</u>         |
| c. Permeate its vicinity with objectionable odors?  | ___        | <u>X</u>  | <u>X</u>         |
| d. Alter wind, moisture or temperature (including sun shading effects) so as to substantially affect public areas, or change the climate either in the community or region? | ___        | <u>X</u>  | <u>X</u>         |

### *Effects on Ambient Air Quality*

*Construction Emissions.* During construction, air quality could potentially be affected for short periods. Excavation and hauling of soil and construction materials could create fugitive dust and movement of heavy equipment could emit criteria pollutants as a result of diesel fuel combustion. Fugitive dust is made up of particulate matter including PM<sub>10</sub>. The criteria pollutants or precursors to criteria pollutants are: nitrogen oxides (NO<sub>x</sub>), carbon monoxide (CO), sulfur dioxide (SO<sub>2</sub>), hydrocarbons (HC), and particulate matter with a diameter of less than 10 microns (PM<sub>10</sub>).

Construction emissions would occur in short term and temporary phases for each building, but they could still cause adverse effects on local air quality. The Bay Area Air Quality Management District (BAAQMD), in its CEQA Guidelines, has developed an analytical approach that obviates the need to quantitatively estimate these emissions. Instead, BAAQMD has identified a set of feasible PM<sub>10</sub> control measures for construction activities. The proposed project would include a measure (see Mitigation Measure 3, p. 35) which would require the

project contractor to water the site (with reclaimed water), cover soil and other material, cover the trucks, and to sweep the streets to minimize dust generation during excavation, storage, and transport; the contractor would also minimize vehicle emissions through prohibiting idling of motors and by implementing a maintenance program. Because the proposed project would include these mitigation measures, it would not cause significant construction-related air quality effects. Therefore, the EIR will not address these effects further.

*Traffic Emissions.* Potential air quality impacts from the proposed project could occur due to increased traffic throughout the region. The BAAQMD CEQA Guidelines indicates that residential projects of multiple-family housing would cause potentially significant emissions from traffic if the proposed project causes more than 2,000 new vehicle trips per day (or more than 80 lb/day ROG, NO<sub>x</sub>, or PM<sub>10</sub>).<sup>1</sup> Because the proposed project would generate about 2,750 net new daily vehicle trips, the emissions associated with the traffic were estimated using the URBEMIS7G model. This modeling analysis shows that the project traffic would generate approximately 41 lb/day reactive organic compounds, 54 lb/day NO<sub>x</sub>, and 16 lb/day PM<sub>10</sub>. Because the emissions caused by the proposed project would be well below the screening thresholds in the guidelines, no potentially significant air quality impact is expected. Therefore, the EIR will not address these effects further.

### *Wind Effects*

In order to provide a comfortable wind environment for people in San Francisco, the City established specific comfort criteria to be used in the evaluation of proposed buildings in certain areas of the City. The proposed project is not located in one of these areas, nor would the project buildings extend above their surroundings so that substantial wind effects would occur. No significant wind impacts would occur, and the EIR will not discuss this issue further.

### *Shadow Effects*

City Planning Code Section 295 restricts new shadow upon public spaces under the jurisdiction of the Recreation and Park Department by any structure exceeding 40 feet unless the City

Planning Commission, in consultation with the Recreation and Park Commission, finds the impact to be insignificant. There are no public spaces under Recreation and Park Department jurisdiction near the project site that could be affected by the proposed project. The nearest Recreation and Park property is North Beach Playground, about three blocks southeast of the project site. The proposed project buildings would be equal to or less than 40 feet in height and would not cause shading beyond what is common and accepted in urban areas. No significant shadow impact would occur, and this topic will not be analyzed further in the EIR.

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NOTES: Air Quality/Climate

1. BAAQMD, CEQA Guidelines. Table 6, Projects with Potentially Significant Emissions, p. 25. December 1999.

| 7. <u>Utilities/Public Services</u> - Would the project:  | <u>Yes</u> | <u>No</u> | <u>Discussed</u> |
|---|------------|-----------|------------------|
| a. Breach published national, state or local standards relating to solid waste or litter control? | ___        | <u>X</u>  | ___              |
| b. Extend a sewer trunk line with capacity to serve new development?                              | ___        | <u>X</u>  | ___              |
| c. Substantially increase demand for schools, recreation or other public facilities?              | ___        | <u>X</u>  | <u>X</u>         |
| d. Require major expansion of power, water, or communications facilities?                         | ___        | <u>X</u>  | ___              |

The proposed project would incrementally increase demand for, and use of, public services and utilities, but not in excess of amounts expected and provided for in the project area. Thus, the proposed project would not be expected to have any measurable impact on public services or utilities. For these reasons, the EIR will not analyze public services or utilities further.

| 8. <u>Biology</u> - Would the project:  | <u>Yes</u> | <u>No</u> | <u>Discussed</u> |
|---|------------|-----------|------------------|
| a. Substantially affect a rare or endangered species of animal or plant, or the habitat of the species? | ___        | <u>X</u>  | <u>X</u>         |



|   | <u>Yes</u> | <u>No</u> | <u>Discussed</u> |
|---|------------|-----------|------------------|
| b. Substantially diminish habitat for fish, wildlife or plants, or interfere substantially with the movement of any resident or migratory fish or wildlife species? | ___        | <u>X</u>  | <u>X</u>         |
| c. Require removal of substantial numbers of mature, scenic trees?  | ___        | <u>X</u>  | <u>X</u>         |

No known rare, threatened or endangered species are known to exist on the project site. The project site and a majority of the Fisherman's Wharf area are a heavily developed urban area and covered with structures, impermeable surfaces, and introduced landscaping. Terrestrial birds in the area are limited to species adapted to urbanization and human presence such as English sparrows, starlings, and Brewer's blackbirds. The urbanized character and lack of suitable cover and food sources limit occurrences of terrestrial mammals to those species adapted to urban environments. These include Norway rats, house mice, meadow mice, and gophers, in addition to domestic and feral cats and dogs.

There are no natural habitats and no native vegetation remaining on the site. There are mature street trees along Bay, Mason, Francisco and Taylor Streets as well as other landscaping which may be removed and replaced with other landscaping. These trees are not native to the site, nor are they rare or endangered, nor do they contain significant habitat value, thus removal of these trees would not be a significant impact. Development of the site would not be expected to affect, or substantially diminish, plant or animal habitats. The proposed project would not remove sensitive vegetation, habitats supporting sensitive species or wetlands. Landscaping proposed as part of the project would include plants and street trees appropriate for the urban landscape of the project site. Therefore, vegetation and wildlife effects of the project would not be significant, and this topic will not be discussed in the EIR.

|  |            |           |                  |
|--|------------|-----------|------------------|
| 9. <u>Geology/Topography</u> - Would the project:  | <u>Yes</u> | <u>No</u> | <u>Discussed</u> |
| a. Expose people or structures to major geologic hazards (slides, subsidence, erosion and liquefaction)? | ___        | <u>X</u>  | <u>X</u>         |

- b. Change substantially the topography or any unique geologic or physical features of the site?

Yes    No    Discussed

\_\_\_\_    X    X

### *Geologic Hazards*

The proposed project site slopes gently downward from the southwest and is currently covered by two three-story buildings, open space and surface paved parking areas. The site is underlain by loose fill material consisting of sand with silt and gravels at depths to 24 feet below ground surface (bgs). Some debris, including brick, glass, and wood fragments were also encountered during subsurface investigations of the site. Beneath the fill lies bay deposits of bluish-gray sand with silt and silty clay with clay lenses extending to depths of 33 to 45 feet bgs. Alluvial sands, extending to depths of approximately 60 to 70 feet bgs, are beneath the bay deposits. Francisco bedrock of mudstone has been encountered at the site at depths ranging from 95 to 100 feet bgs.<sup>1</sup> Groundwater is believed to be approximately 9 to 13 feet below existing grade.<sup>2</sup> The groundwater flow is generally to the north-northwest.

The Community Safety Element of the *San Francisco General Plan* contains maps that show areas subject to geologic hazards. The project site is located in an area that would be subject to "heavy to moderate" damage (Modified Mercalli Intensity VII to VIII) from seismic groundshaking originated by a characteristic earthquake (Moment Magnitude 7.1) along the San Andreas fault, approximately 6 miles southwest of San Francisco, and Northern Hayward fault, approximately 12 miles northeast of San Francisco (Maps 2 and 3 in the Community Safety Element). The proposed project site also is also close to a known area of liquefaction potential, a Seismic Hazards Study Zone designated by the California Division of Mines and Geology. The site is located in an area subject to potential seiche or tsunami run-up and reservoir inundation hazards (Maps 6 and 7 in the Community Safety Element). The project site is not in an area subject to landslide (Map 5 in the Community Safety Element).<sup>3</sup>

In its review of the building permit application for a development proposal in an area of liquefaction potential, the Department of Building Inspection (DBI) would require the project sponsor to prepare geotechnical reports to assess the nature and severity of the hazards at the

site and to recommend project design and construction features that would reduce those hazards. One or more geotechnical (foundation) investigations for the proposed project by a California-licensed geotechnical engineer would be included as part of the proposed project. A 1997 geotechnical investigation for the site concluded that new construction on the site should consider mitigation features for liquefaction potential in the underlying fill and bay deposits; lateral spreading and seismically-induced settlements could be expected. The study identified a structural design approach to avoid hazards from these conditions.<sup>4</sup> The project sponsor and its contractors would follow the recommendations of the final geotechnical reports regarding any excavation and construction for the proposed project, including the types of foundations necessary to support various proposed project elements. To ensure compliance with all current San Francisco Building Code provisions regarding structural safety, DBI would review the geotechnical report and building plans for the proposed project, and determine the necessary engineering and design features to reduce potential damage to structures caused by groundshaking and liquefaction. In this way, amelioration of potential damage to structures from geologic hazards at the project site would be ensured through DBI requirement for a geotechnical report and compliance with building permit requirements.

The primary geotechnical issues that would be addressed in the design are foundation type and supporting capacity, settlement under building loads and earthquake shaking, excavation and temporary shoring, and dewatering. Construction of the below-grade parking would require excavation to a depth of about 15 feet and disposal of about 90,000 cubic yards of soil and debris. Stability and site safety during excavation would be achieved through standard, accepted shoring techniques. Because the building permit process provides for review of the site conditions and final building design, no people or structures would be exposed to potential geologic hazards, and the impact of the proposed project would be less than significant.

### *Topography/Unique Geologic Features*

The project site elevation is approximately 10 to 20 feet above Mean Sea Level (USGS, 1993). The ground surface in the project area slopes gently from the southwest corner to the northeast corner. The proposed project would alter the topography of the site by excavating for



underground parking; however, the proposed project would not otherwise affect any unique geologic or physical features of the site.

Based on the above discussion, no further analysis of geology and seismicity or topography is required in the EIR.

#### NOTES: Geology/Topography

1. Smith-Emery GeoServices, *Report of Geotechnical Investigation, North Beach Housing Project, San Francisco, California*, July 30, 1997.
2. Treadwell & Rollo, Inc./Olivia Chen Consultants, *Phase I Environmental Site Assessment, North Beach Hope IV Redevelopment Site, 531 Bay Street, San Francisco, CA*, August 18, 2000, p. 4.
3. City and County of San Francisco, *Community Safety Element, San Francisco General Plan*, April 1997.
4. Smith-Emery GeoServices, *Report of Geotechnical Investigation, North Beach Housing Project, San Francisco, California*, July 30, 1997.

| 10. <u>Water</u> - Would the project:  | <u>Yes</u>  | <u>No</u>    | <u>Discussed</u> |
|--|-------------|--------------|------------------|
| a. Substantially degrade water quality, or contaminate a public water supply?                                      | <u>    </u> | <u>  X  </u> | <u>  X  </u>     |
| b. Substantially degrade or deplete ground water resources, or interfere substantially with ground water recharge? | <u>    </u> | <u>  X  </u> | <u>  X  </u>     |
| c. Cause substantial flooding, erosion or siltation?   | <u>    </u> | <u>  X  </u> | <u>  X  </u>     |

#### *Water Quality*

The proposed project would not substantially degrade water quality or contaminate a public water supply. All sanitary wastewater from the proposed buildings and stormwater runoff from the project site would be directed into the City's combined storm and sanitary sewer system.

#### *Groundwater Resources*

Groundwater at the site currently occurs between 9 to 13 feet below existing grade. Because the proposed project would include excavation of the site to a depth of about 15 feet, the

proposed project could require dewatering. Any groundwater encountered during construction would be subject to the San Francisco Industrial Waste Ordinance (Ordinance No. 199-77), which requires that groundwater meet specified standards before being discharged into the sewer system. The Bureau of Environmental Regulation and Management of the San Francisco Public Utilities Commission would be notified if the project were to require dewatering.

Should dewatering be necessary, the final foundation study for the project would address the potential settlement and subsidence impacts of this dewatering. Based upon this discussion, the foundation study would contain a determination as to whether or not a lateral movement and settlement survey should be done to monitor any movement or settlement of surrounding buildings and adjacent streets. If a monitoring survey is recommended, the Department of Building Inspection would require that a Special Inspector (as defined in Article 3 of the San Francisco Building Code) be retained by the project sponsor to perform this monitoring. Groundwater monitoring wells and/or instruments would be used to monitor potential settlement and subsidence. If, in the judgment of the Special Inspector, unacceptable movement were to occur during construction, groundwater recharge would be used to halt this settlement. The project sponsor would delay construction if necessary. Costs for the survey and any necessary repairs to service lines under the street would be borne by the project sponsor. The project would include mitigation measures to reduce the potential water quality effects of dewatering (see Mitigation Measure 4, p. 35).

### *Flooding, Erosion, and Siltation*

The project site is almost entirely paved or covered by structures; therefore, the proposed project would not substantially affect the area of impervious surface at the site or alter site drainage. During construction, requirements to reduce erosion would be implemented pursuant to California Building Code Chapter 33, Excavation and Grading. During operations, the project would comply with all local wastewater discharge requirements. The proposed project would require the general contractor to install and maintain sediment traps in local storm water intakes during construction to reduce the amount of sediment entering the combined sewer system, if this were found to be necessary by the Bureau of Environmental

Regulation and Management of the San Francisco Public Utilities Commission (see Mitigation Measure 5, p. 36).

Based on the above discussion, the EIR will not include further analysis of hydrology and water quality issues.

- | 11. <u>Energy/Natural Resources</u> - Would the project:   | <u>Yes</u> | <u>No</u> | <u>Discussed</u> |
|--|------------|-----------|------------------|
| a. Encourage activities which result in the use of large amounts of fuel, water, or energy, or use these in a wasteful manner? | ___        | <u>X</u>  | <u>X</u>         |
| b. Have a substantial effect on the potential use, extraction, or depletion of a natural resource?                             | ___        | <u>X</u>  | ___              |

### *Energy Use*

The project site is currently occupied by development that uses fuel, water, and energy. The proposed project would include new residential units, community space, a senior center, retail, and child-care uses. Development of these uses would be similar to existing types of uses at the site and would not result in use of large amounts of fuel, water, or energy. Construction of the proposed project would require consumption of energy in amounts that would be typical for conventional construction. The project would meet current state and local codes concerning energy consumption, including Title 24 of the California Code of Regulations enforced by the Department of Building Inspection. For this reason, it would not cause a wasteful use of energy. Energy usage will not be discussed further in the EIR.

- | 12. <u>Hazards</u> - Would the project:   | <u>Yes</u> | <u>No</u> | <u>Discussed</u> |
|---|------------|-----------|------------------|
| a. Create a potential public health hazard or involve the use, production or disposal of materials which pose a hazard to people or animal or plant populations in the area affected? | ___        | <u>X</u>  | <u>X</u>         |
| b. Interfere with emergency response plans or emergency evacuation plans?   | ___        | <u>X</u>  | <u>X</u>         |
| c. Create a potentially substantial fire hazard?  | ___        | <u>X</u>  | <u>X</u>         |



*Public Health Hazards and Hazardous Materials*

*Hazardous Materials Use.* Regarding the potential for public health hazards, the proposed project would involve the development of residential, community space, a senior center, retail, and child-care uses that would require relatively small quantities of hazardous materials for routine activities. The development would likely handle common types of hazardous materials, such as paints, cleaners, and solvents. These commercial products are labeled to inform users of potential risks and to instruct them in appropriate handling procedures. Most of these materials are consumed through use, resulting in relatively little waste. For these reasons, routine hazardous materials use in residential units, community room, computer learning, retail, and child-care uses are not typically considered to pose any substantial public health or safety hazards related to hazardous materials.

*Soil and Groundwater.* Proposed project plans call for the excavation and removal of about 90,000 cubic yards of soil and other subsurface material from the project site. Presence of hazardous materials or wastes in the site soil could create a potential health hazard if appropriate precautions are not performed while disturbing, removing, or disposing of the site soils.

The site is located within the portion of San Francisco which is created by landfill. In this area of the City, Article 22A of the San Francisco Public Health Code (the "Maher Ordinance") requires that the project sponsor prepare a site history and analyze the site's soil for hazardous wastes. In compliance with the Maher Ordinance, a site history report, soil analysis report, and preliminary remediation plans are being prepared for the project. Where hazardous wastes exceed local, state, or federal standards, the sponsor would be required to submit a Site Mitigation Plan to appropriate agencies, including the San Francisco Department of Public Health, and implement the approved Site Mitigation Plan prior to obtaining a building permit. The construction contractor would handle and dispose of excavated soils properly, employ worker health and safety and dust control procedures, and have a State Registered Professional Geologist or Engineer certify, at the completion of foundation activities, that all elements of the Site Mitigation Plan have been performed in compliance with the Maher Ordinance.

In August 2000, a Phase I Environmental Site Assessment was prepared for the site by Treadwell & Rollo/Olivia Chen Consultants. This assessment reviewed the site history and the results of previous environmental site investigations, including the Smith-Emery GeoServices geotechnical report prepared in 1997, and concluded that past uses on the site or in the vicinity of the project site may have released hazardous materials or wastes to the soil or groundwater. Elevated concentrations of lead have been detected in past site soil samples, and the presence of copper and mercury has also been noted. The presence of these metals may require excavated site soil to be managed as hazardous waste.<sup>1</sup> Further environmental site assessment would be conducted to meet the requirements of the Maher Ordinance, to address the possible contamination discussed above, to characterize the soil for disposal, and to evaluate groundwater quality for dewatering activities and potential impacts to new structures. Through compliance with the Maher Ordinance and implementation of appropriate safeguards during construction activities, potential health and safety issues related to contaminated soil and groundwater would be reduced to less-than-significant levels, and no further analysis of this issue would be required in the EIR.

*Building Materials.* Existing buildings at the project site could contain hazardous materials, such as asbestos, polychlorinated biphenyls (PCBs), lead, mercury, or other hazardous materials. In the past, asbestos, PCBs, and lead were commonly installed in insulation, floor tiles, roofing tar, electrical transformers, fluorescent light ballasts, and paint. Mercury is common in electrical switches and fluorescent light bulbs. Asbestos-containing material was identified on site in a 1994 survey and was subsequently abated by removal and replacement.<sup>2</sup> Hazardous materials at the site have been generally abated; however, additional abatement is required prior to demolition of the structures. Hazardous building materials which continue to exist in buildings to be demolished could pose hazards to workers, neighbors, or the natural environment. Compliance with the Maher Ordinance would reduce the potential health risks associated with building materials containing asbestos, polychlorinated biphenyls, lead, mercury, or other hazardous materials to less-than-significant levels by securing the investigation, removal, and disposal of these materials prior to demolition of the buildings.



The measure would ensure compliance with existing regulations applicable to the management of any potentially hazardous building components. For example, the BAAQMD regulates airborne asbestos and is to be notified ten days in advance of any proposed demolition. It randomly inspects asbestos removal operations. The California Division of Occupational Safety and Health is also to be notified of asbestos abatement operations. It oversees requirements placed on asbestos abatement contractors whenever asbestos-related work involves 100 sq. ft. or more of asbestos-containing material. Because buildings constructed prior to 1979 are assumed to contain lead-based paint, demolition activities involving lead-based paint are to comply with Chapter 36 of the *San Francisco Building Code*. The ordinance requires that containment barriers be at least as protective of human health and the environment as those in the most recent *Guidelines for Evaluation and Control of Lead-Based Paint Hazards* promulgated by the U.S. Department of Housing and Urban Development.<sup>3</sup> Polychlorinated biphenyls are regulated under the federal Toxic Substances Control Act of 1976, and mercury is regulated as a hazardous waste. These existing laws and regulations would help to ensure the health and safety of workers, neighbors, and the natural environment.

### *Fire Hazards*

San Francisco ensures fire safety primarily through provisions of the Building Code and the Fire Code. Existing buildings are required to meet standards contained in these codes. In addition, the final building plans for any new residential project greater than two units are reviewed by the San Francisco Fire Department, as well as the Department of Building Inspection, in order to ensure conformance with these provisions. The proposed project would conform to these standards, which, depending on building type, may also include development of an emergency procedure manual and an exit drill plan. In this way, potential fire hazards, including those associated with hydrant water pressure, and emergency access, would be mitigated during the permit review process.

Potential health and safety issues related to potentially contaminated building components, contaminated soil and groundwater, and future use of hazardous materials on site would be reduced to less-than-significant levels, with implementation of the Maher Ordinance.

Therefore, these issues do not require further analysis and will not be discussed in the EIR.



## NOTES: Hazards

1. Treadwell & Rollo, Inc./Olivia Chen Consultants, Inc., *Phase I Environmental Site Assessment, North Beach Hope IV Redevelopment Site, 531 Bay Street, San Francisco, CA*, August 18, 2000.
2. Ibid.
3. U.S. Department of Housing and Urban Development, *Guidelines for the Evaluation and Control of Lead-Based Paint Hazards in Housing*, June 1995 (Chapter 7 revised 1997).

13. Cultural Resources - Would the project:

Yes    No    Discussed

- |   |   |          |          |
|---|---|----------|----------|
| a. Disrupt or adversely affect a prehistoric or historic archaeological site or a property of historic or cultural significance to a community or ethnic or social group; or a paleontological site except as a part of a scientific study? | — | <u>X</u> | <u>X</u> |
| b. Conflict with established recreational, educational, religious or scientific uses of the area?   | — | <u>X</u> | —        |
| c. Conflict with the preservation of buildings subject to the provisions of Article 10 or Article 11 of the City Planning Code?   | — | <u>X</u> | <u>X</u> |

*Archaeological Resources*

A review of cultural resource records to determine the archaeological sensitivity of the proposed project site was undertaken by Holman and Associates in concert with federal Section 106 review of the proposed project.<sup>1</sup> Section 106 of the National Historic Preservation Act examines federal undertakings for the potential to adversely affect historic properties. During the Section 106 process, the federal agency identifies undertakings which are subject to review, determines the Area of Potential Effects (APE), identifies historic properties, and applies the Criteria of Adverse Effect if historic properties are identified. Few prehistoric archaeological sites have been recorded within a one-mile radius of the project site. The evaluation determined that the project site has low archaeological sensitivity for prehistoric or Native American sites within the APE because the project area was located below water in the bay. The project site and the nearby area were in the waters of San Francisco Bay until the mid-to-

late 1880s. The project site was systematically filled during the final years of the 19<sup>th</sup> century and/or the first decade of the 20<sup>th</sup> century. The final stages of the filling process occurred after completion of Sections 1 and A of San Francisco's seawall. Available data suggest that the possibility of encountering prehistoric cultural remains, or cultural materials from the Spanish, Mexican, or Early American period or the Gold Rush Period is extremely low. Historic archaeological resources associated with previous use of the site during San Francisco's Urbanization Period (c. 1858-1906) as the North Beach Cement and Pipe Company (c. 1880 - 1906), Fontana and Company Cannery and Warehouse (c. 1890 - 1906), a fish smoking and salting factory (c.1886 - 1899) and up to 76 residential structures (c. 1889) may be present within the APE. Historic archaeological resources associated with previous use of the site during 1906 Earthquake and Fire Recovery Period (1906 - c. 1917) including the California Fruit Canners Association Cannery and Warehouse (c. 1908) and fourteen residential structures rebuilt on the site prior to 1913 may also be present within the APE. Such resources may include filled privies or wells, or buried trash pits associated with these working-class residences.

Based on the discussion above, excavation activities at the project site, which would not exceed a depth of 15 feet, might result in the discovery or disturbance of historic archaeological resources. The project sponsor has agreed to implement a mitigation measure to retain the services of an archaeologist to prepare an archaeological testing plan, including evaluation and a data recovery program (see Mitigation Measure 6, pp. 36-37). In the event that archaeological resources were discovered, construction at the project site would be stopped until the significance of any resources discovered was evaluated. Mitigation Measure 6 is intended to reduce the potential impact to cultural resources to a less-than-significant level. Archaeological resources will not be discussed further in the EIR.

### *Historic Architectural Resources*

The APE was determined in consultation with the State Historic Preservation Officer (SHPO) and the San Francisco Planning Department. It can generally be described as buildings within a one-block radius and with a view of the proposed project site. Seventy-one of the 103 properties identified in the Area of Potential Effect for the Section 106 review were formally

evaluated by the Historic Architectural Survey Report.<sup>2</sup> The turnaround area of Ferries and Cliff House Railway cable car line, also known as the Powell-Mason Cable Car Turnaround, is listed as both a National Historic Landmark and on the National Register of Historic Places. Seven additional properties were identified as individually eligible for listing on the National Register, three of those are also eligible for listing as contributing structures to a potential National Register Historic District, which includes a total of 28 properties within the APE.<sup>3</sup> One property, Bauer and Schweitzer Malting Company at 530-550 Chestnut Street, is listed as San Francisco City Landmark No. 129, but is not eligible for listing on the National Register. All 34 of these properties qualify as historic resources for the purposes of CEQA. The proposed project would not result in construction activities in adjacent streets which would affect the Cable Car Turnaround. The proposed project demolition of the North Beach Place Housing Project and replacement with the 360-unit residential and commercial development would not directly affect any of these adjacent resources.

The North Beach Place Housing Project buildings are the only structures on the project site. The North Beach Place Housing Project, designed by Modernist architects Ernest Born and Henry Gutterson, is an International Style/Streamlined Moderne public housing development built between 1950 and 1952. The east and west blocks of the North Beach Place Housing Project are composed of 13 three- to four-story buildings, with open space, child-care facilities and parking for residential uses. Although the buildings are deteriorating, they have not been substantially altered and retain their architectural integrity. Landscaping on the site was originally designed by landscape architect Thomas Church and has been altered over time; these alterations have substantially degraded the integrity of the original landscaping plan.

The North Beach Place Housing Project was surveyed in the 1976 Department of City Planning (DCP) Architectural Inventory and rated a “4”, denoting a high level of architectural merit. The buildings are not a designated as a San Francisco Landmark, nor are they a Category I-IV structures or within any historic district created by Article 10 of the City Planning Code. The Housing Project is not included in the California Register of Historic Resources. The North Beach Place Housing Project is currently being evaluated by the SHPO to determine whether it is eligible for listing on the National Register of Historic Places. A



review conducted by William Kostura concluded that the building does not appear eligible for the National Register under criteria A (Events) or B (Persons); however, a survey completed by Carey and Co. concludes that the property may become eligible for listing on the National Register under criterion C (Design), for its distinctive architectural design and its association with two important Bay Area architects, Henry Gutterson and Ernest Born, and landscape architect Thomas Church, when the property satisfies the established age requirement for listing in 2002. Architectural resources will be discussed further in the EIR.

#### NOTES: Cultural Resources

1. *An Evaluation of Potential Archaeological Resources Within the North Beach HOPE VI Redevelopment Project Site, San Francisco, California*, Randall Dean, M.C.P., M.A., Holman and Associates, August, 2000. This report is available for public review in Project File No. 2000.173E at the San Francisco Planning Department, 1660 Mission Street.
2. *Historic Architectural Survey Report for the Replacement of North Beach Place Housing Project, San Francisco, CA*, William Kostura and Carey and Co., September 15, 2000. This report is available for public review in Project File No. 2000.173E at the San Francisco Planning Department, 1660 Mission Street.
3. Ibid., Summary of Findings, p. 1.

#### C. OTHER

Require approval of permits from  
City Departments other than the Department  
of City Planning or Bureau of  
Building Inspection or from Regional,  
State or Federal Agencies?

Yes    No    Discussed

X    \_\_\_\_    \_\_\_\_

Approvals and permits necessary for the proposed project are discussed in the project description on p. 6.

#### D. MITIGATION MEASURES

Yes    No    N/A    Discussed

1. Could the project have significant effects if mitigation measures are not included in the project?

X    \_\_\_\_    \_\_\_\_    X

2. Are all mitigation measures necessary to eliminate significant effects included in the project?

X    \_\_\_\_    \_\_\_\_    X

*Noise*

1. ~~To install pile foundations,~~ The project sponsor shall require construction contractors to predrill holes to the maximum depth feasible on the basis of soil conditions to install pile foundations. The project sponsor shall require the contractors ~~shall be required~~ to use construction equipment with state-of-the-art noise shielding and muffling devices. The project sponsor shall ~~also~~ require that contractors schedule pile driving activity for times of the day that shall be consistent with the Noise Ordinance.
2. The project sponsor shall incorporate the noise mitigation measures identified in the Noise Assessment of the Special Environmental Clearance prepared according to HUD regulations (24 CFR Part 51, Subpart B).

*Air Quality / Climate*

3. The project sponsor shall require the contractor(s) to spray the site with water during excavation and construction activities; spray unpaved construction areas with water at least twice per day; cover stockpiles of soil, sand, and other material; cover trucks hauling debris, soil, sand or other such material; and sweep surrounding streets during excavation and construction at least once per day to reduce particulate emissions.

Ordinance 175-91, passed by the Board of Supervisors on May 6, 1991, requires that non-potable water be used for dust control activities. Therefore, the project sponsor shall require that the contractor(s) obtain reclaimed water from the Clean Water Program for this purpose. The project sponsors shall require the project contractor(s) to maintain and operate construction equipment so as to minimize exhaust emissions of particulates and other pollutants, by such means as a prohibition on idling motors when equipment is not in use or when trucks are waiting in queues, and implementation of specific maintenance programs to reduce emissions from equipment that would be in frequent use for much of the construction period.

*Water Quality*

The project sponsor shall ensure that groundwater from site dewatering and stormwater runoff meets the discharge limitations of the City's Industrial Waste Ordinance by carrying out the following:

4. If dewatering were necessary, the project sponsor shall follow the recommendations of the geotechnical engineer or environmental remediation consultant, in consultation with the Bureau of Environmental Regulation and Management of the San Francisco Public Utilities Commission, regarding treatment, if any, of pumped groundwater prior to discharge to the combined sewer system.

If dewatering were necessary, groundwater pumped from the site shall be retained in a holding tank to allow suspended particles to settle, if this were found to be necessary by the Bureau of Environmental Regulation and Management of the San Francisco Public



Utilities Commission to reduce the amount of sediment entering the combined sewer system.

5. The project sponsor shall require the general contractor to install and maintain sediment traps in local storm water intakes during construction to reduce the amount of sediment entering the combined sewer system, if this were found to be necessary by the Bureau of Environmental Regulation and Management of the San Francisco Public Utilities Commission.

### *Archaeological Resources*

6. Given the location and depth of excavation proposed, and the likelihood that archaeological resources would be encountered on the project site, the sponsor ~~has agreed to~~ shall retain the services of an archaeologist. The archaeologist ~~would~~ shall conduct a pre-excavation testing program to better determine the probability of finding cultural and historical remains. An archaeological testing plan shall be prepared. The testing program ~~would~~ shall use a series of mechanical, exploratory borings, backhoe scraping or trenches or other testing methods determined by the archaeologist to be appropriate.

If, after testing, the archaeologist determines that no further investigations or precautions are necessary to safeguard potentially significant archaeological resources, the archaeologist ~~would~~ shall submit a written report to the Environmental Review Officer, with a copy to the project sponsor. If the archaeologist determines that further investigations or precautions are necessary, he or she ~~would~~ shall consult with the Environmental Review Officer, and they ~~would~~ shall jointly determine what additional procedures are necessary to minimize potential effects on archaeological resources.

These additional measures ~~would~~ shall be implemented by the project sponsor and ~~could~~ shall include a program of on-site monitoring of all pavement and foundation removal and site excavation, during which the archaeologist ~~would~~ shall record observations in a permanent log. The monitoring program, whether or not there are findings of significance, ~~would~~ shall result in a written report to be submitted first and directly to the Environmental Review Officer, with a copy to the project sponsor. During the monitoring program, the project sponsor ~~would~~ shall designate one individual on site as its representative. This representative ~~would~~ shall have the authority to suspend work at the site to give the archaeologist time to investigate and evaluate archaeological resources if they are encountered.

If evidence of cultural resources of potential significance were found during the monitoring program, the archaeologist ~~would~~ shall immediately notify the Environmental Review Officer, and the project sponsor ~~would~~ shall halt any activities that the archaeologist and the Environmental Review Officer jointly determine could damage such cultural resources. Ground-disturbing activities that could damage cultural resources ~~would~~ shall be suspended for a total maximum of four weeks over the course of construction of each building.



After notifying the Environmental Review Officer, the archaeologist ~~would~~ shall prepare a written report to be submitted first and directly to the Environmental Review Officer, with a copy to the project sponsor, which ~~would~~ shall contain an assessment of the potential significance of the find and recommendations for what measure ~~should~~ shall be implemented to minimize potential effects on archaeological resources. Based on this report, the Environmental Review Officer ~~would~~ shall recommend specific additional measures to be implemented by the project sponsor. These additional measures ~~could~~ shall include a site security program, additional on-site investigations by the archaeologist, or documentation, preservation, and recovery of cultural material.

Finally, the archaeologist ~~would~~ shall prepare a report documenting the cultural resources that were discovered, an evaluation as to their significance, and a description as to how any archaeological testing, exploration or recovery program is to be conducted.

Copies of all draft reports prepared according to this mitigation measure ~~would~~ shall be sent first and directly to the Environmental Review Officer for review. Following approval by the Environmental Review Officer, copies of the final reports ~~would~~ shall be sent by the archaeologist directly to the President of the Landmarks Preservation Advisory Board and the California Archaeological Site Survey Northwest Information Center. Three copies of the final archaeology reports ~~would~~ shall be submitted to the Environmental Review Officer, accompanied by copies of the transmittals documenting its distribution.

## E. ALTERNATIVES

The EIR will discuss several alternatives to the proposed project that would be designed to reduce or eliminate any significant environmental effects identified. The alternatives will include the following:

1. No Project: no physical change at the site and potential re-use of existing building.
2. Preservation/Rehabilitation: incorporating the existing North Beach Place Housing Project buildings with a renovation that would preserve potential historic resources.

## F. MANDATORY FINDINGS OF SIGNIFICANCE

|   | <u>Yes</u> | <u>No</u> | <u>Discussed</u> |
|---|------------|-----------|------------------|
| 1. Does the project have the potential to degrade the quality of the environment, substantially reduce the habitat of a fish or wildlife species, cause a fish or wildlife population to drop below self-sustaining levels, threaten to eliminate a plant or animal community, reduce the number or restrict the range of a rare or endangered plant or animal, or eliminate important examples |            |           |                  |

Initial Study

Yes   No   Discussed

of the major periods of California history or pre-history?

TO BE DETERMINED

— — —

2. Does the project have the potential to achieve short-term, to the disadvantage of long-term, environmental goals?

— X —

3. Does the project have possible environmental effects which are individually limited, but cumulatively considerable? (Analyze in the light of past projects, other current projects, and probable future projects.)

— X —

4. Would the project cause substantial adverse effects on human beings, either directly or indirectly?

— X —

G. ON THE BASIS OF THIS INITIAL STUDY

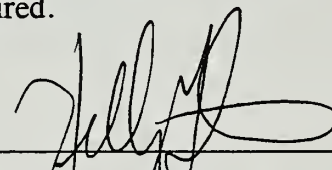
— I find the proposed project COULD NOT have a significant effect on the environment, and a NEGATIVE DECLARATION will be prepared by the Department of City Planning.

— I find that although the proposed project could have a significant effect on the environment, there WILL NOT be a significant effect in this case because the mitigation measures, numbers 1 through 6, in the discussion have been included as part of the proposed project. A NEGATIVE DECLARATION will be prepared.

X I find that the proposed project MAY have a significant effect on the environment, and an ENVIRONMENTAL IMPACT REPORT is required.

1/27/01

Date



Hillary E. Gitelman  
Environmental Review Officer  
for  
Gerald G. Green  
Director of Planning

**APPENDIX B. SUMMARY OF FINDINGS OF THE  
HISTORIC ARCHITECTURE SURVEY  
REPORT**

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# **Historic Architecture Survey Report**

for

## **the Replacement of North Beach Place Housing Project**

### **San Francisco, CA**

**September 15, 2000**

This project involves the demolition and replacement of the public housing project known as North Beach Place, in the North Beach neighborhood of San Francisco, California. This project uses federal funds and is subject to NEPA and CEQA. In fulfillment of the historic preservation elements of these laws, this Historic Architecture Survey report studies and formally evaluates on DPR 523 forms 71 properties within the Area of Potential Effects (APE) of this project. An additional 34 properties were not formally evaluated on such forms because they were built or very extensively altered after 1955, and thus there is no potential for them to possess historic significance.

#### **Project Description**

The proposed project is a mixed-use development consisting 345 residential units, 59,250 square feet of retail/office space, and 404 below-ground parking stalls. The units will be three and four stories tall, with a maximum height of 56 feet, arranged around common courtyards. The buildings have flat roofs and projecting bay windows. Canopies overhang the base of some buildings, providing shade for the lower-level commercial/retail units.

#### **The Area of Potential Effect (APE)**

The APE was developed in consultation with Planning Department staff. In general, the APE consists of the project blocks and the blocks surrounding the project. Considerations in determining the APE include views, noise, traffic and historical context.

#### **Summary of Findings**

One property within the APE of this project is already a National Historic Landmark and is listed on the National Register of Historic Places. That is:

The turnaround area of Ferries and Cliff House Railway cable car line

The turnaround for this cable car line is located at Taylor and Bay streets, between the two housing project blocks. It was re-evaluated for this report and is found to still be worthy of National Register status. However, the associated site features, including railings, shelter, and landscaping—are recent non-contributors.

Seven additional properties were found to be individually eligible for the National Register, and three of them are also found to be contributors to a potential National Register Historic District. The properties that are individually eligible but are not contributors to a potential historic district include:

North Beach Place Housing Project

San Francisco Art Institute, 800 Chestnut Street (This property is also official San Francisco City Landmark #85, so designated in 1975.)

Robert Boardman Howard and Adeline Kent studios, 521-523 Francisco Street

Mario Canepa flats, 750-752 Francisco Street

The properties that are eligible individually *and* as part of a district are:

Domenico Garibaldi flats, 547-553 Francisco Street

Antone Trapani flats, 679-685 Francisco Street/2436-2440 Jones Street

A. Larocca and Sons wholesale seafood, 2350 Taylor Street

Twenty-five properties were not individually eligible for the National Register but were found to be contributors to a potential historic district. Those properties include:

474 Francisco Street

480-482 Francisco Street

484-488 Francisco Street

490 Francisco Street

537-539 Francisco Street

555 Francisco Street

575 Francisco Street

581-591 Francisco Street

671-673 Francisco Street

2200 Mason Street/594 Chestnut Street

2216-2218 Mason Street

2222-2224 Mason Street

2237-2239 Mason Street

2252-2256 and 2258-2260 Mason Street/483 Francisco Street

2255-2257 Mason Street

2155-2161 Powell Street

2326-2328 Taylor Street

2332-2342 Taylor Street

73-77 Vandewater Street

81-83 Vandewater Street

25 Water Street

31-35 Water Street

45 Water Street

49 Water Street

73-79 Water Street

By virtue of their eligibility for the National Register, either individually or as part of a district, all thirty-three of the above properties qualify as historic resources for the purposes of CEQA, in



accordance with Section 15064.5 (a)(2)-(3) of the CEQA guidelines, using the criteria outlined in Section 5024.1 of the California Public Resources Code.

One property is not eligible for the National Register, either individually or as part of a district, but is a historic resource for the purposes of CEQA because it has been locally listed as a city landmark. That property is:

Bauer and Schweitzer Malting Company, 530-550 Chestnut Street. (This is San Francisco City Landmark #129, so designated in 1980.)

Thirty-seven properties were formally evaluated and were found not to be eligible for the National Register, either individually or as contributors to a district; and they are not historic properties for the purposes of CEQA. Those properties are:

365-367 Bay Street  
383 Bay Street  
389 Bay Street  
393 Bay Street  
400 Bay Street  
15-17 Bret Harte Terrace  
25 Bret Harte Terrace  
35-37 Bret Harte Terrace  
55 Bret Harte Terrace  
60-64 Bret Harte Terrace  
66-68 Bret Harte Terrace  
72-74 Bret Harte Terrace  
1000 Columbus Avenue  
1018 Columbus Avenue  
1025 Columbus Avenue  
1040 Columbus Avenue  
501 Francisco Street  
505-507 Francisco Street  
651 Francisco Street/1095 Columbus Avenue  
653 Francisco Street  
726-728 Francisco Street  
732-734 Francisco Street  
740 Francisco Street  
2501-2503 Jones Street  
2509-2511 Jones Street  
2515-2517 Jones Street  
2244-2250 Mason Street  
2316-2318 Mason Street  
2215-2233 Powell Street  
2231-2233 Powell Street

2598 Taylor Street  
7 Vandewater Street  
11 Vandewater Street  
26-28 Vandewater Street  
84 Vandewater Street  
86-94 Vandewater Street  
81-91 Water Street

As mentioned above, another 34 properties are not eligible for the National Register and are not historic properties for the purposes of CEQA because they were built, or were very substantially altered, after 1955. Those properties are:

315 Bay Street  
329 Bay Street  
330 Bay Street/355 North Point Street (approx. address)  
333 Bay Street  
350 Bay Street/2400 Mason Street (approx. address)  
416-420 Bay Street (approximate address; under construction)  
430-450 Bay Street  
490 Bay Street (gas station)  
54 Bret Harte Terrace  
377 Bay Street  
590 Bay Street (Hilton Hotel; built 1980s)  
611 Bay Street  
660-690 Chestnut Street  
1050 Columbus Avenue (built 1961)  
1075 Columbus Avenue (Columbus Motor Inn)  
1111 Columbus Avenue (built 1965)  
1199 Columbus Avenue (Tower Records)  
1201 Columbus Avenue (Travel Lodge)  
1250 Columbus Avenue (Marriott Hotel; built 1980s)  
475 Francisco Street  
655-657 Francisco Street  
2568 Jones Street (Tower Classics; built 1990s)  
2228-2238 Mason Street (approx. address; under construction)  
2300 Mason Street  
425 North Point Street (Tuscan Inn; built 1980s)  
555 North Point Street (Hyatt at Fisherman's Wharf; two buildings; built 1980s)  
2301-2365 Powell Street (approx. address)  
2552 Taylor Street (Barnes and Noble)  
15 Vandewater Street  
33 Vandewater Street  
55 Vandewater Street  
85-99 Vandewater Street/s.e. corner Mason (approx. address)

67-79 Water Street  
71 Water Street

### **Field and Research Methods**

Field survey duties were divided between Carey and Co. and William Kostura. Each party went into the field on a number of occasions during May to July 2000, photographed the structures that were assigned to them for formal evaluation on DPR 523 forms, and took notes regarding architectural details, setting, etc.

Research on individual properties was performed by William Kostura. The most productive source of information for the initial construction and alteration of buildings in the APE of this project was building permits, on file at the Department of Public Works, 1660 Mission Street. In some cases original permits to build were unavailable, and information regarding initial construction had to be gleaned from periodicals such as *Edwards Abstracts from Records*, *Building and Industrial News*, and the daily newspapers. These periodicals published abstracts of building contracts during the first half of the twentieth century. Collectively, these sources revealed the date of construction and the names of the first owner, the architect, and the builder of buildings. In some cases it was possible to find similar information for alterations as well.

Once an original owner's name was obtained, it was possible to look that name up in city directories. The occupation of the owner, and the length of time he or she lived in or owned a business in the building, was thereby revealed. In some cases the original owner, or the original business use, of a building showed promise of significance. In such cases more research was done on the subject using indexes to newspapers and existing works on San Francisco history.

Indexed newspaper articles were the principle source of material on the North Beach Place housing project. An article by Don Andrieni in the *Heritage Newsletter* provided useful contextual history.

The 1910 and 1920 censuses (enumeration districts 312 and 251, respectively) provided information regarding nativity and occupation of people who lived in residential buildings that were built before 1920. These sources were invaluable in documenting the Italian occupancy of many buildings and establishing the rationale for a historic district.

Two buildings in the APE are official San Francisco City Landmarks. The case reports for these buildings provided most of the history needed for these properties. One property, the cable car line, is a National Historic Landmark. Authoritative secondary works exist which provided adequate information for this property.

Finally, Sanborn insurance maps for the years 1913, 1929, and 1948 were extremely helpful in narrowing the dates of construction of some buildings and pointing the way to further research.





**APPENDIX C. LANDMARKS PRESERVATION  
ADVISORY BOARD COMMENTS ON  
SECTION 106 REVIEW**

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# PLANNING DEPARTMENT

City and County of San Francisco 1660 Mission Street, Suite 500 San Francisco, CA 94103-2414

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ADMINISTRATION  
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LONG RANGE PLANNING  
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February 14, 2001

Ms. Brenda Robinson  
Compliance Manager  
Mayor's Office of Housing  
25 Van Ness Avenue  
San Francisco, C.A. 94102

Re Comments of Landmarks Preservation Advisory Board on Section 106 Review of the  
North Beach Place Public Housing Project

Dear Ms. Robinson:

The purpose of this letter is to respond to your request for review and comment by the Landmarks Preservation Advisory Board (Landmarks Board) on the section 106 review of the North Beach Place Public Housing Project. I have reviewed the comments of the Landmarks Board, and have enclosed them with this letter.

I believe that the Landmarks Board's review and guidance on this project has been productive and valuable to the City, and thank you for providing the opportunity to participate and assist you in your section 106 review. Should you have any questions, please contact Mary Hashemi, the Planner assigned to this project, at (415) 558-6372.

Sincerely,

Gerald G. Green  
Director of Planning

Enclosures

cc: Landmarks Board  
Barbara Smith, San Francisco Housing Authority  
Jeff Loustau, Bridge Housing  
David Cincotta, Lawyer for the Project Sponsor  
Rana Ahmadi, Environmental Planning, Planning Department  
Adam Light, Neighborhood Planning, Planning Department  
Hans Kreutzberg, Office of Historic Preservation

RECEIVED

FEB 21 2001

PLANNING DEPT





# LANDMARKS PRESERVATION ADVISORY BOARD

1660 MISSION STREET, 5TH FLOOR, SAN FRANCISCO, CA 94103-2414

TEL. (415) 558-6345 • FAX. (415) 558-6409

February 13, 2001

Mr. Gerald Green, Director  
San Francisco Planning Department  
Certified Local Government Representative  
1660 Mission Street, 5th Floor  
San Francisco, C.A. 94103-2414

RE: COMMENTS OF LANDMARKS PRESERVATION ADVISORY BOARD ON  
SECTION 106 REVIEW OF THE NORTH BEACH PLACE PUBLIC HOUSING  
PROJECT

Dear Mr. Green:

On Wednesday, February 7, 2001, the San Francisco Landmarks Preservation Advisory Board (Landmarks Board) held a public hearing to review and comment on reports produced for the section 106 review of the North Beach Place Public Housing Project. The reports include the Historic Architecture Survey Report, An Evaluation of Potential Archaeological Resources Within the North Beach Hope VI Redevelopment Project Site, and the Finding of Effect Report. The reports were submitted to the Landmarks Board by the Mayor's Office of Housing; the local agency conducting the section 106 review of the North Beach Place Public Housing Project on behalf of the United States Department of Housing and Urban Development.

We reviewed documentation and received public testimony to help us understand the nature and scope of the proposed project and its impact upon historic resources. During the public hearing we received a briefing from the San Francisco Planning Department staff, the project sponsor and the public.

After a presentation of the project by Carol Galante, Executive Director of Bridge Housing, one of the project sponsors, and Ronnie Davis, Director of the San Francisco Housing Authority, public comment was uniformly supportive. Members of the general public and North Beach Place residents all emphasized the vast improvement in housing conditions represented by the project. These include the elimination of hazards stemming from seismic, fire, and environmental deficiencies in the present buildings, as well as enhanced security from criminal activities.

Charles Chase, Executive Director of the Foundation for San Francisco's Architectural Heritage, addressed the issue of the proposed demolition of the existing buildings, which have been found to be potentially eligible for listing on the National Register. Heritage, he stated, supports the proposed project, and believes that full recordation of the buildings to the standards of the Historic American Buildings Survey (HABS) and Library of Congress is appropriate and adequate mitigation for their demolition.

The Landmarks Board then discussed the project and arrived at consensus on the following points:

- ▶ The definition of the Undertaking provided in the Finding of Effect Report is accurate and appropriate to the proposed project.



Mr. Green  
February 13, 2001  
Page 2

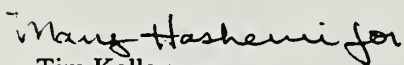
- ▶ The definition of the Area of Potential Effect provided in the Historic Architecture Survey Report also is accurate and appropriate.
- ▶ The Landmarks Board concurs with the identification of properties potentially eligible for listing in the National Register of Historic Places, as contained in the Historic Architectural Survey Report and the Archeology Report. Although the criteria presented to support the existence of a possible North Beach and Telegraph Hill Historic District appears to contain inconsistencies and contradictions, the Board believes these could be resolved by further refinement, and do not materially affect the adequacy of the Historic Architectural Survey Report for this project.
- ▶ The Landmarks Board concurs with the Application of the Criteria of Effect contained in the Finding of Effect Report and the Archeology Report.
- ▶ The Landmarks Board concurs with the information contained in the Draft Memorandum of Agreement for Demolition and Reconstruction of North Beach Public Housing Project and the Draft Memorandum of Agreement for Recovery of Significant Information from the North Beach Place Public Housing Reconstruction Site, subject to the minor revisions suggested by Planning Department staff (attached).

Individual Landmarks Board members commented on ways in which the HABS record for these buildings might be augmented. Daniel Reidy suggested it include photos of the residents at home in the buildings. Oral histories of residents were also suggested. Jeremy Kotas urged that the HABS recordation explore the utopian view of modernism-particularly modern and communal housing schemes, thought at the time to be rigorously rational-which was expressed here and elsewhere in steel reinforced, cast-in-place concrete, ironically, to underscore the supposed permanence of the achievement.

Finally, the Landmarks Board felt the design for the replacement buildings would positively enhance the neighborhood by providing street level retail spaces. Its scale and composition are suitable to the area, and respectful to the identified historic resources in the Area of Potential Effect.

The Landmarks Board appreciates the opportunity to participate as a consulting party in the section 106 review of this extremely important project. In summary, the Landmarks Board enthusiastically endorses the project.

Sincerely,



Tim Kelley  
President, Landmarks Preservation Advisory Board

enclosure

cc: Members of the Landmarks Board

## DEPARTMENT CONTACT

Mary Hashemi, (415) 558-6372

## REVIEWED BY

Neil Hart

## PROPERTY DESCRIPTION

500 - 590 Francisco, Assessor's Block 42/Lot 1  
600 - 670 Francisco, Assessor's Block 43/Lot 1

The North Beach Place public housing project is located in the North Beach neighborhood on two city blocks bounded by Bay, Francisco, Jones and Mason Streets. The subject property, Assessor's Blocks 42/Lot 1 and 43/Lot 1, is included in the RM-3 (Mixed Residential, Medium Density) District and in the 40-X Height and Bulk District, and is owned by the San Francisco Housing Authority. The subject housing structures are included in the 1976 Architectural Survey with a rating of 4. A National Historic Landmark, the Ferries and Cliff House Railway cable car line, runs along Taylor Street.

## REQUESTED ACTION

The Mayor's Office of Housing has asked the Landmarks Preservation Advisory Board (Landmarks Board) to participate in reviewing the proposed North Beach Housing Project under section 106 of the National Historic Preservation Act. Specifically, the Mayor's Office of Housing has requested the Landmarks Board's review and comment on the documents it has prepared in the course of conducting the section 106 review; including:

- ▶ the *Historic Architecture Survey Report* (Attachment A),
- ▶ *An Evaluation of Potential Archeological Resources within the North Beach Hope VI Redevelopment Project Site* (Archeology Report) (Attachment B),
- ▶ plans of the proposed new construction (Attachment C),
- ▶ the *Finding of Effect Report* (Attachment A),
- ▶ the *draft Memorandum of Agreement for Demolition and Reconstruction of North Beach Place* (Attachment D), and
- ▶ the *draft Memorandum of Agreement for Recovery of Significant Information from the North Beach Place Public Housing Reconstruction Site* (Attachment E).

All these documents are attached to this memorandum.

The Landmarks Board will hold a public hearing on February 7, 2001 to review and comment on the above-mentioned documents. A letter containing the comments of the Landmarks Board will be addressed to the Director of Planning. The Director will then forward the comments of the



Landmarks Board and the comments of the Planning Department to the lead Federal Agency (Department of Housing and Urban Development), and send copies to the California Office of Historic Preservation, Mayor's Office of Housing, Housing Authority, Bridge Housing Corporation and any other interested parties.

## **PROPOSED PROJECT**

The proposed project involves the demolition and replacement of the public housing project known as North Beach Place, in the North Beach neighborhood of San Francisco. The proposed project includes the demolition of 229 public housing units, and the new construction of a mixed-use development consisting of 345 public housing units, 59,250 square feet of retail/office space, and 404 below-ground parking stalls. This project uses federal funds and is subject to regulations contained in section 106 of the National Historic Preservation Act.

## **PARTICIPANTS**

### **Lead Federal Agency**

The Department of Housing and Urban Development (HUD) is the lead agency for the section 106 review of the North Beach Housing Project. Any project that involves Federal funding must be reviewed under section 106 of the National Historic Preservation Act.

HUD provided funding to the Housing Authority for the North Beach Housing Project. The Housing Authority is working with Bridge Housing Corporation to construct the project. The Mayor's Office of Housing is, however, the local agency responsible for conducting the section 106 review on behalf of HUD.

### **Local Federal Representative**

The Mayor's Office of Housing has overseen the preparation of the Historic Architecture Survey Report, Archeology Report, Finding of Effects Report, and draft Memorandum of Agreements for the section 106 review of this project, and have requested the Landmarks Board's review of these documents. The Landmarks Board will act as a consulting party in the section 106 review, per the section 106 regulations.

### **Consulting Parties**

Consulting parties participate in the section 106 review by serving as advisory bodies to the lead agency.

## **ENVIRONMENTAL REVIEW STATUS**

The Planning Department has determined that pursuant to the California Environmental Quality Act an Environmental Impact Report (EIR) must be prepared prior to any final decision regarding the project. An Initial Study was published on January 27, 2001 that provides further information regarding the proposed project and the environmental issues to be considered in the Draft EIR.



The Draft EIR will be brought to the Landmarks Board for review and comment in the Spring, approximately April 2001.

## **OTHER APPROVALS REQUIRED**

A Conditional Use Application for a Planned Unit Development has been filed with the Planning Department for the subject property. Per Section 304 of the Planning Code, the project sponsor is seeking Planned Unit Development approval to permit the replacement of 229 San Francisco Housing Authority affordable units and a child-care facility for up to 38 children along with the new commercial uses, office space and an incubator commercial space for the project's residents. The project sponsor is also requesting a rear yard modification to permit the provision of open space in the interior courtyard spaces and a modification to the off-street freight loading requirement of five spaces into two spaces. This case will be heard upon the certification of the EIR.

## **STAFF ANALYSIS**

The definition of the Undertaking (page 1 of the Finding of Effect Report), the definition of the Area of Potential Effect (map located at the front of the Historic Architecture Survey Report), and the Identification of Historic Resources (pages 1-14 of the Historic Architecture Survey Report and pages 22-25 of the Archeology Report) are adequately stated. The DPR 523 A and B forms that were completed during the evaluation of historic resources are included in the Historic Architectural Survey Report. The Area of Potential Effect map indexes each property by number, and the DPR 523 forms are arranged sequentially by these numbers. Photographs of the subject property and adjacent historic properties are provided in the DPR 523 Forms. Attachment G provides additional photographs of the subject property and Attachment H provides photographs of the buildings along Francisco Street and of the cable car line at the intersection of Taylor and Bay Streets. As shown on the Area of Potential Effect map, the majority of adjacent historic properties are located along Francisco Street.

The Application of the Criteria of Effect for historic structures (pages 3-4 of the Finding of Effect Report) states that the adverse effects are (1) the demolition of the North Beach Place housing project, a property found eligible for listing on the National Register of Historic Places and (2) that "adjacent properties may be affected by construction activities from demolition and new construction". These adverse effects are clearly stated. It is also clear from supplementary material (Attachment F) that the Housing Authority fully assessed opportunities for rehabilitation prior to adopting a demolition and new construction plan. A letter from the Housing Authority (Attachment F) summarizes the findings of the 1997 report, *North Beach Modernization Study: A Review of Options to Improve the Existing Buildings, Volumes 1-4*. This report found that rehabilitation was not a viable option due to limitations on public funding allowed per housing unit in rehabilitation projects, and structural and program deficiencies.

The Application of the Criteria of Effect for archeological resources (page 29 of the Archeology

Report) is adequately stated.

The draft Memorandum of Agreement for the demolition and reconstruction of the North Beach Place public housing project is included as Attachment D, and is almost complete. It does address mitigation or remedies for the adverse effect of demolition of the National Register eligible property, North Beach Place, in item no. 3 of the Stipulations. It does not, however, directly address mitigation or remedies for the adverse effect of physical damage to adjacent properties during demolition and new construction. A draft Memorandum of Agreement should address all adverse effects identified in the Finding of Effect Report. When asked about this issue, a consultant for the project sponsor stated that they would review the matter.

Lastly, this draft Memorandum of Agreement discusses visual effects of the proposed new construction on the potential North Beach and Telegraph Hill Historic District (described in pages 12-13 of the Historic Architecture Survey Report) and on the National Historic Landmark, the cable car turnaround area. The adjacent northern boundaries of the potential historic district run along Francisco Street, just south of the subject project site. This boundary line is marked in green on the area of potential effect map at the front of the Historic Architecture Survey Report. The area of potential effect map also shows the individual adjacent historic properties; these are color coded in blue, pink and yellow and are located primarily along Francisco and Mason Streets. The National Historic Landmark is the cable car line that runs along Taylor Street.

The Finding of Effect Report did not discuss the visual effects of the proposed new construction on adjacent historic properties since it was determined not to be an adverse effect. Visual effects are, however, considered in this Memorandum of Agreement. A discussion of the visual effects in the Finding of Effect Report would have been helpful in reviewing the Memorandum of Agreement. A Memorandum of Agreement usually only comments on items previously assessed in the Finding of Effect Report.

The project sponsor is taking steps through Stipulations 1 and 2 of the Memorandum of Agreement to consult with the State Office of Historic Preservation about the design of the proposed new construction and its visual effect on adjacent historic properties. The plans for the proposed new construction are provided in Attachment C.

Any comments that the Landmarks Board could make with regard to the design of the proposed new construction and its impact on the adjacent historic properties and the potential historic district could assist the project sponsor in fulfilling Stipulations 1 and 2 of this draft Memorandum of Agreement. Additionally, comments by the Landmarks Board on the design of the proposed new construction could aid the Planning Department in its review of the Conditional Use Application currently filed for this project and its review of future related building permit applications. Photographs of the subject property and the adjacent historic properties are provided in Attachments G and H.

The draft Memorandum of Agreement for the recovery of significant information from the North



Beach Place public housing reconstruction site is comprehensive (Attachment E). The Archeological Data Recovery Plan mentioned in this draft Memorandum of Agreement is the same data recovery plan that is detailed on pages 29-31 of the Archeology Report.

## DEPARTMENT DETERMINATION

The Planning Department concurs with the following elements of the section 106 review, and provides comments where applicable.

- ▶ Definition of the Undertaking: The Planning Department concurs with the definition of the undertaking provided on page 1 of the Finding of Effect Report.
- ▶ Definition of the Area of Potential Effect: The Planning Department concurs with the APE map provided at the front of the Historic Architecture Survey Report.
- ▶ Resources Identified: The Planning Department concurs with the identification of properties eligible for the National Register of Historic Places that is provided on pages 1-14 of the Historic Architectural Survey Report and pages 22-25 of the Archeology Report.
- ▶ Application of the Criteria of Effect: The Planning Department concurs with the finding of effects for historic structures on pages 3 and 4 of the Finding of Effect Report and for archeological resources on page 29 of the Archeology Report.
- ▶ Draft Memorandum of Agreement for Demolition and Reconstruction of North Beach Public Housing Project: The Planning Department concurs with the information included in this Memorandum of Agreement. The Planning Department recommends that the project sponsor consider any comments made by the Landmarks Board regarding the visual effect of the proposed new construction on adjacent historic properties. The Planning Department also recommends that all identified adverse effects be clearly addressed in the associated Memorandum of Agreement.
- ▶ Draft Memorandum of Agreement for Recovery of Significant Information from the North Beach Place Public Housing Reconstruction Site: The Planning Department concurs with the information included in this Memorandum of Agreement.

## ATTACHMENTS

- A. Historic Architecture Survey Report and the Finding of Effect Report
- B. An Evaluation of Potential Archeological Resources within the North Beach Hope VI Redevelopment Project Site (Archeology Report)
- C. Plans for Proposed New Construction
- D. Draft Memorandum of Agreement for Demolition and Reconstruction of North Beach Place Public Housing Project
- E. Draft Memorandum of Agreement for Recovery of Significant Information from the North Beach



**Landmarks Preservation Advisory Board**  
Memorandum for Hearing on February 7, 2001

Case No. 2000.173F  
North Beach Housing Project  
**Section 106**  
Review and Comment by the  
Landmarks Preservation Advisory  
Board as a consulting party.  
Page 6

- Place Public Housing Reconstruction Site
- F. Letter from Housing Authority
- G. Photographs of the Existing North Beach Place public housing project
- H. Photographs of Adjacent Historic Properties

## **APPENDIX D. TRANSPORTATION**

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**Landmarks Preservation Advisory Board**  
Memorandum for Hearing on February 7, 2001

Case No. 2000.173F  
North Beach Housing Project  
**Section 106**  
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## APPENDIX D. TRANSPORTATION

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TABLE D.1

## Level of Service Criteria for Signalized Intersections

| Level of Service | Stopped Delay per Vehicle (sec) | Volume to Capacity Ratio |
|------------------|---------------------------------|--------------------------|
| A                | $\leq 5.0$                      | 0.00 - 0.59              |
| B                | $> 5.0$ to $\leq 15.0$          | 0.60 - 0.69              |
| C                | $> 15.0$ to $\leq 25.0$         | 0.70 - 0.79              |
| D                | $> 25.0$ to $\leq 40.0$         | 0.80 - 0.89              |
| E                | $> 40.0$ to $\leq 60.0$         | 0.90 - 0.99              |
| F                | $> 60.0$                        | 1.00 or greater          |

Source: Highway Capacity Manual, Transportation Research Board, Special Report No. 209, Washington D.C., 1994 and V and C Ratio from Transportation Research Circular #212, Transportation Research Board, Washington D.C., 1980.

**LOS A - Delays of less than 5 seconds**

This level of service occurs when progression is extremely favorable. Most vehicles arrive during the green phase and are not required to stop. Short cycle lengths may also contribute to low delay.

**LOS B - Delays of greater than 5.0 seconds to 15.0 seconds or less**

This level of service generally occurs with good progression, short cycle lengths, or both. More vehicles stop than with LOS A, causing higher levels of average delay.

**LOS C - Delays of greater than 15.0 seconds to 25 seconds or less**

These higher delays may result from fair progression, longer cycle lengths, or both. Drivers may occasionally be required to wait through more than one signal cycle (red phase). The number of vehicles stopping is significant at this level, though many still pass through the intersection without stopping.

**LOS D - Delays of greater than 25.0 seconds to 40.0 seconds or less**

At level of service D, congestion becomes more noticeable. Longer delays may result from a combination of unfavorable progression, long cycle lengths, or high volume to capacity (v and c) ratios. Many vehicles stop, and the proportion of vehicles not stopping declines. The number of drivers having to wait through more than one red phase is noticeable.

**LOS E - Delays of greater than 40.0 seconds to 60.0 seconds or less**

This level is considered by many agencies to be the limit of acceptable delay. The high range of delays generally indicate poor progression, long cycle lengths, and high volume to capacity ratios. Drivers frequently are unable to clear the intersection on the first green phase.

**LOS F - Delays in excess of 60.0 seconds per vehicle**

This level, considered to be unacceptable to most drivers, often occurs with over saturation, that is, when arrival flow rates exceed the capacity of the intersection. It may also occur at high volume to capacity ratios.



TABLE D.2

| Level of Service Criteria for Unsignalized Intersections |                                 |
|--|---------------------------------|
| Level of Service   | Stopped Delay per Vehicle (sec) |
| A  | $\leq 5.0$                      |
| B  | $> 5.0$ to $\leq 10.0$          |
| C  | $> 10.0$ to $\leq 20.0$         |
| D  | $> 20.0$ to $\leq 30.0$         |
| E  | $> 30.0$ to $\leq 45.0$         |
| F  | $> 45.0$                        |

Source: Highway Capacity Manual, Transportation Research Board, Special Report No. 209, Washington D.C., 1994.  
The Duffey Company.

For unsignalized intersections, the level of service is calculated by approach and is based on the type of control and the volume of opposing traffic. The average total delay for a particular minor movement is a function of the service rate or capacity of the approach and the degree of saturation. The delay thresholds for each level of service are lower than for signalized intersections due to driver expectations and perceptions. Delays experienced at a stop controlled street may be more onerous because the driver must be constantly alert to oncoming traffic and the availability of gaps to enter and cross traffic. Also the degree of variability in delays is greater for unsignalized intersections because the traffic flows are not controlled in the same manner. The levels of service range from LOS A where there are sufficient gaps to pull across traffic with less than a 5.0 second delay to LOS F where there are insufficient gaps of adequate size to allow side street traffic to cross safely through a major street traffic stream.

## Level of Service Criteria for Pedestrian Walkways

## LEVEL OF SERVICE A

Pedestrian Space:  $\geq 130$  sq ft/ped Flow Rate:  $\leq 2$  ped/min/ft

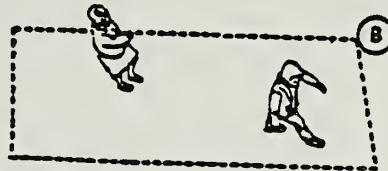
At walkway LOS A, pedestrians basically move in desired paths without altering their movements in response to other pedestrians. Walking speeds are freely selected, and conflicts between pedestrians are unlikely.



## LEVEL OF SERVICE B

Pedestrian Space:  $\geq 40$  sq ft/ped Flow Rate:  $\leq 7$  ped/min/ft

At LOS B, sufficient area is provided to allow pedestrians to freely select walking speeds, to bypass other pedestrians, and to avoid crossing conflicts with others. At this level, pedestrians begin to be aware of other pedestrians, and to respond to their presence in the selection of walking path.



## LEVEL OF SERVICE C

Pedestrian Space:  $\geq 24$  sq ft/ped Flow Rate:  $\leq 10$  ped/min/ft

At LOS C, sufficient space is available to select normal walking speeds, and to bypass other pedestrians in primarily unidirectional streams. Where reverse-direction or crossing movements exist, minor conflicts will occur, and speeds and volume will be somewhat lower.



## LEVEL OF SERVICE D

Pedestrian Space:  $\geq 15$  sq ft/ped Flow Rate:  $\leq 15$  ped/min/ft

At LOS D, freedom to select individual walking speed and to bypass other pedestrians is restricted. Where crossing or reverse-flow movements exist, the probability of conflict is high, and its avoidance requires frequent changes in speed and position. The LOS provides reasonably fluid flow; however, considerable friction and interaction between pedestrians is likely to occur.



## LEVEL OF SERVICE E

Pedestrian Space:  $\geq 6$  sq ft/ped Flow Rate:  $\leq 25$  ped/min/ft

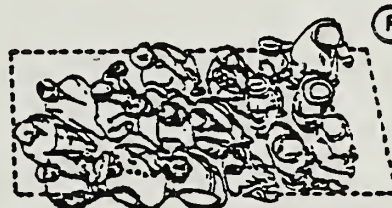
At LOS E, virtually all pedestrians would have their normal walking speed restricted, requiring frequent adjustment of gait. At the lower range of this LOS, forward movement is possible only by "shuffling." Insufficient space is provided for passing of slower pedestrians. Cross- or reverse-flow movements are possible only with extreme difficulties. Design volumes approach the limit of walkway capacity, with resulting stoppages and interruptions to flow.



## LEVEL OF SERVICE F

Pedestrian Space:  $\leq 6$  sq ft/ped Flow Rate: variable

At LOS F, all walking speeds are severely restricted, and forward progress is made only by "shuffling." There is frequent, unavoidable contact with other pedestrians. Cross- and reverse-flow movements are virtually impossible. Flow is sporadic and unstable. Space is more characteristic of queued pedestrians than of moving pedestrian streams.



Source: Hi Source: Highway Capacity Manual, Transportation Research Board, Special Report No. 209,





**PLACE  
POSTAGE  
HERE**

San Francisco Planning Department  
Major Environmental Analysis  
1660 Mission Street, 5th Floor  
San Francisco, CA 94103

Attn: Hillary E. Gitelman, EIR Coordinator  
2000.173E – North Beach HOPE VI Housing Redevelopment Project

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PLEASE CUT ALONG DOTTED LINE

RETURN REQUEST REQUIRED FOR FINAL  
ENVIRONMENTAL IMPACT REPORT

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REQUEST FOR FINAL ENVIRONMENTAL IMPACT REPORT

TO: San Francisco Planning Department,  
Major Environmental Analysis

Please send me a copy of the Final EIR.

Signed: \_\_\_\_\_

Print Your Name and Address Below

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